This is a digital copy of a book that was preserved for generations on library shelves before it was carefully scanned by Google as part of a project to make the world's books discoverable online.

It has survived long enough for the copyright to expire and the book to enter the public domain. A public domain book is one that was never subject to copyright or whose legal copyright term has expired. Whether a book is in the public domain may vary country to country. Public domain books are our gateways to the past, representing a wealth of history, culture and knowledge that's often difficult to discover.

Marks, notations and other marginalia present in the original volume will appear in this file - a reminder of this book's long journey from the publisher to a library and finally to you.

Usage guidelines

Google is proud to partner with libraries to digitize public domain materials and make them widely accessible. Public domain books belong to the public and we are merely their custodians. Nevertheless, this work is expensive, so in order to keep providing this resource, we have taken steps to prevent abuse by commercial parties, including placing technical restrictions on automated querying.

We also ask that you:

+ *Make non-commercial use of the files* We designed Google Book Search for use by individuals, and we request that you use these files for personal, non-commercial purposes.

+ *Refrain from automated querying* Do not send automated queries of any sort to Google's system: If you are conducting research on machine translation, optical character recognition or other areas where access to a large amount of text is helpful, please contact us. We encourage the use of public domain materials for these purposes and may be able to help.

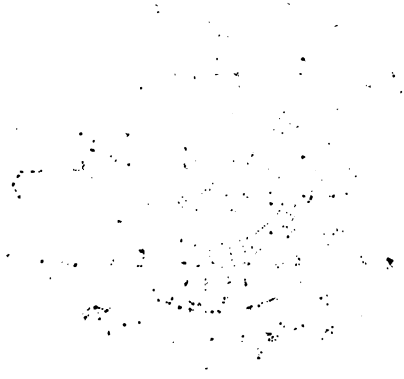
+ *Maintain attribution* The Google "watermark" you see on each file is essential for informing people about this project and helping them find additional materials through Google Book Search. Please do not remove it.

+ *Keep it legal* Whatever your use, remember that you are responsible for ensuring that what you are doing is legal. Do not assume that just because we believe a book is in the public domain for users in the United States, that the work is also in the public domain for users in other countries. Whether a book is still in copyright varies from country to country, and we can't offer guidance on whether any specific use of any specific book is allowed. Please do not assume that a book's appearance in Google Book Search means it can be used in any manner anywhere in the world. Copyright infringement liability can be quite severe.

About Google Book Search

Google's mission is to organize the world's information and to make it universally accessible and useful. Google Book Search helps readers discover the world's books while helping authors and publishers reach new audiences. You can search through the full text of this book on the web at `http://books.google.com/`

Digitized by Google



Digitized by Google

DECLARATION OF DEPENDENCE

BY THE CHILDREN OF AMERICA

IN MINES AND FACTORIES AND WORKSHOPS ASSEMBLED

Whereas, We, Children of America, are declared to have been born free and equal, and

Whereas, We are yet in bondage in this land of the free; are forced to toil the long day or the long night, with no control over the conditions of labor, as to health or safety or hours or wages, and with no right to the rewards of our service, therefore be it

Resolved, I—That childhood is endowed with certain inherent and inalienable rights, among which are freedom from toil for daily bread; the right to play and to dream; the right to the normal sleep of the night season; the right to an education, that we may have equality of opportunity for developing all that there is in us of mind and heart.

Resolved, II—That we declare ourselves to be helpless and dependent; that we are and of right ought to be dependent, and that we hereby present the appeal of our helplessness that we may be protected in the enjoyment of the rights of childhood.

Resolved, III—That we demand the restoration of our rights by the abolition of child labor in America.

A. J. McKELWAY
National Child Labor Committee

Digitized by Google

The Child Labor Bulletin

Volume Seven
Number One

MAY, 1918

Issued Quarterly
Price $2 per Year

DR. ALEXANDER JEFFREY McKELWAY

FARM CHILDREN IN OKLAHOMA

FEDERAL AID FOR EDUCATION

PUBLISHED BY

National Child Labor Committee

INCORPORATED

105 EAST 22D STREET, NEW YORK CITY

Entered as second-class matter, October 29, 1913, at the Post-office at New York, N. Y., under the Act of August 24, 1912.

THIS NUMBER FIFTY CENTS

Digitized by Google

COPYRIGHT 1918
BY THE
NATIONAL CHILD LABOR
COMMITTEE

PRESS OF CLARENCE S. NATHAN, INC., NEW YORK.

Digitized by Google

CONTENTS

	PAGE
NEWS NOTES	4
The Schools behind the Lines	4
The English and Scottish Education Bills	5
Federal Child Labor Law before the Supreme Court	6
Judgments under the Federal Child Labor Law	7
Workmen's Compensation and the Child Labor Law	7
Legislation	8
Second Pan-American Congress	9
Michigan and Alabama Surveys	10
In Memoriam, Mrs. Frederick Crane	11
Our Membership Campaigns	11
Publications	12
Elections to Board of Trustees	13
New Health Organization	13
CHILD WELFARE IN OKLAHOMA, a Book Review — *Ruth McIntire*	13
DR. ALEXANDER JEFFREY MCKELWAY — *Owen R. Lovejoy*	21
CHILD HEALTH ORGANIZATION — *L. Emmett Holt*	28
FARM CHILDREN IN OKLAHOMA — *Charles E. Gibbons*	32
FEDERAL AID FOR EDUCATION — *Edward N. Clopper*	54
TENTATIVE DRAFT OF EDUCATION BILL	65

Digitized by Google

NEWS NOTES

The following letter, written by a little French girl in one of the elementary schools of Paris visited by Dr. Finley, Commissioner of Education of New York, is expressive of the spirit of the schools behind the lines in France:

THE SCHOOLS BEHIND THE LINES

"It was only a little river, almost a brook; it was called the Yser. One could talk from one side to the other without raising one's voice, and the birds could fly over it with one sweep of their wings. And on the two banks there were millions of men, the one turned toward the other, eye to eye. But the distance which separated them was greater than that of the stars in the sky; it was the distance which separates right from injustice.

"The ocean is so vast that the sea gulls do not dare to cross it. During seven days and seven nights the great steamships of America, going at full speed, drive through the deep waters, before the lighthouses of France come into view; but from one side to the other hearts are touching."

Dr. Finley reported in his "French Schools in War Time" many instances of the magnificent courage and determination of the entire teaching body in France to keep alive the spirit of education "in which alone is the prophecy of an enduring nation." Belgium, in spite of her losses, has resolved to do no less. We learn from the Revue Pédagogique of June 1917 in an article by L. de Paeuw that early in the war, when it was found necessary to provide means of protection to the children near the front lines and the cantonments, colonies were formed at some distance in the rear and also in Normandy, where 5,000 children were gathered in 48 colonies with 150 teachers. The refugee Belgian children scattered through France were sent at first to French schools, but as they could not understand the language and frequently left on that account, it was decided to put them in Belgian schools. The Belgian government now supports 88 of these schools in France where the children are taught in their own tongue. In addition, 64 primary and 12 secondary schools are being supported by the Belgian government in Great Britain, as well as 46 primary and secondary schools in Belgium itself; and many others have been organized under the Rockefeller Foundation

Digitized by Google

for refugee Belgian children in Switzerland. The complete if temporary annihilation of the Belgian school system is the more regrettable, if possible, on account of the fact that just before the war the Belgian Parliament had voted compulsory education for all children between 6 and 14, instituting medical inspection and vocational education in addition to the common school branches for children between 12 and 14. The vocational subjects were to be adapted to the locality of the school, being industrial in the cities and agricultural in the rural districts.

"Whole-time education up to the age of 14.
Compulsory part-time education up to 18."

THE ENGLISH AND SCOTTISH EDUCATION BILLS

This is an unusual slogan to catch the enthusiasm of the British public, and yet it is one that to-day is apparently agitating the entire country, bringing together labor, industry and the educators in its support. The immediate occasion for this is the new Education Bill of Mr. Herbert Fisher. The latest news concerning the progress of the bill (*New Statesman*, March 23) is that the Federation of British Industries which had been conducting an extensive campaign in opposition to the measure has "found it expedient to beat a retreat." "The Bill is, however, by no means safe," the article continues. "The opposition in Committee to the complete abolition of the present half-time system in the cotton trade; to the prohibition of the employment of children for the delivery of newspapers and other things outside of school hours; and, above all, to the obligation of eight hours a week continuation schooling up to 18, will be continuous and skilful." The bill has passed the second reading, nevertheless, and "The danger is not that it will be stopped by an adverse division, but that it may be smothered. . . . But if the present expression of popular support is maintained, the Bill will become law." The measure now before Parliament is seconded by a Scottish Education Bill that is equally inclusive though less strict in its requirements, which are: (1) raising of the school age from 14 to 15; (2) compulsory continuation education between 15 and 18; (3) regulation of juvenile employment before 15. Children under 15 years of age are not to be employed in street trading, nor in factories, workshops, mines or quarries. It is to be sincerely hoped that the two bills now pending

Digitized by Google

may become law. The English bill has been described as a measure second in importance only to the war, and due very largely to the experience of the war and to the awakening public opinion concerning the responsibility of the nation toward its children.

FEDERAL CHILD LABOR LAW BEFORE THE SUPREME COURT

The case testing the constitutionality of the federal child labor law is at present before the Supreme Court of the United States. The Federal Judge from the western district of North Carolina from whose decree the case was appealed held the law to be unconstitutional, and the grounds upon which it is assailed by the bill filed in that court are: (1) that the law is not in fact a regulation of interstate and foreign commerce and that it contravenes the constitution; (2) that it is, on the contrary, an attempt to regulate conditions and methods of manufacturing; (3) that it is within none of the powers delegated by Congress; (4) that its enactment is an attempted usurpation of the powers reserved to the states; (5) and that its enforcement would deprive plaintiffs of their liberty and property without due process of law. Solicitor General Davis in his brief for the appellant meets these arguments by stating that the act is both in terms and in fact a regulation of interstate commerce. He reviews the situation and the evils to be remedied, arguing that the existing lack of uniformity in child labor laws had resulted in unfair discrimination not only against those states which desired to remedy the admittedly immoral and injurious effects of child labor, but against employers and citizens of other states who were made unwilling parties to practises they considered immoral; and that the interstate transportation of child-made goods also resulted in injurious effects upon the health of children in competing states. He argues further that the law is a legitimate exercise of legislative power for the protection of public health, and quotes the Lottery Case, and cases concerned with the enforcement of the Pure Food and White Slave Acts to prove that the law does not conflict with the constitution. It is contended that the power to regulate commerce was entrusted to Congress "for the good of the nation" and may be freely used "to promote the general welfare, material and moral." Back of the law stands the conviction that child labor is in itself immoral in character and injurious to public welfare. That there will be cases where incidental hardship

Digitized by Google

must be suffered by innocent individuals "for the good of the Commonwealth," does not alter the justice of the law, nor contradict the fact that its principal effect will be to prevent unfair competition through the cheapening of products by the employment of child labor.

JUDGMENTS UNDER THE FEDERAL CHILD LABOR LAW

Since the first of the year three more judgments have been brought against employers for violation of the federal child labor law. In the first case the defendant, William E. Hooper & Sons Co., of Baltimore, Maryland, was accused of employing 4 children 14 years of age in his cotton factory after the hour of 7 p. m. and before 6 a. m., within 30 days prior to the removal of goods from the factory for interstate shipment. The second case was that of the Western Cooperage Co. of Portland, Oregon, where a boy under 16 was employed more than 8 hours a day within 30 days prior to the shipment of a quantity of staves. The third case was brought against William P. Andrews, Crapo, Maryland, who was accused of employing 7 children under 14 years of age, and 4 children between 14 and 16 more than 8 hours in one day, within 30 days prior to the shipment in interstate commerce of a quantity of canned tomatoes from The Andrews Packing Company. In the three cases the defendants pleaded guilty; they were fined, respectively, $100, $50, and $160.

WORKMEN'S COMPENSATION AND THE CHILD LABOR LAW

A very important decision was given on April 3 by the Supreme Court of Ohio. A boy under 16 years of age who had been illegally employed on the night shift in a Toledo factory, was injured so that amputation of his hand was necessary. The father sued for $40,000 and the company answered with the claim that as it was insured under the workmen's compensation act, it was entitled to the protection of this law in suits for damage by injured employees. The common pleas court gave judgment for the defendant, but the appellate court reversed it, and was confirmed by the Supreme Court in the following statement: "The workmen's compensation law has no application where the legal relation of employer does not exist. A minor illegally employed is not an employee within the meaning of the law. The provisions of the law are not applicable. The defense of contributory negligence

Digitized by Google

is not available unless the employer can show clearly that he was deceived into employing the employee he found to be below the legal age." With regard to a similar case in Maryland, it was held that the employer had acted in good faith in hiring a boy under 14 years of age who was subsequently injured, and the State Industrial Accident Commission in consequence handed down a ruling that minors employed in violation of the child labor law may not recover under the workmen's compensation act, when injured in the course of employment. The attorney general in Montana rendered an opinion on the case of a boy illegally employed as a miner, who received injuries resulting in death, conceding that both the parent and the employer were guilty and that workmen's compensation could not be claimed. The Ohio judgment and the Maryland and Montana rulings agree in that minors illegally employed cannot share the benefits of the workmen's compensation act. By the Ohio decision the employer is still liable to prosecution for damages and, therefore, is forced to take greater precaution in complying with the provisions of the child labor law.

LEGISLATION

In child welfare legislation the record for the year so far shows several distinct gains, and the achievement as well of defeating most of the measures that threatened existing standards in the name of "war-time legislation." In New York the Brown bill met with failure as well as all the other bills calculated seriously to break down the existing law. On the other hand the Robinson bill, requiring compulsory continuation schooling for illiterates between the ages of 16 and 21 was passed, and also the Nicoll bill prohibiting the use of girls under 21 as messengers. The Cowee bill allowing children between 14 and 16 years of age to obtain special permits to work in mercantile establishments and business offices during July and August, was passed and has been signed by the Governor. The record in other states up to the present, shows two compulsory education bills passed in the South. In Virginia the law was extended to the entire state and the standard raised from 12 to 16 weeks' schooling for children between 8 and 12 years of age. The new law passed in Mississippi is subject to local option, and applies to children between 7 and 14 for 60 days in the year. In Wisconsin the law prohibiting the employment of boys under 12 and girls under 18 in street trades was extended

Digitized by Google

to apply to all cities and towns in the state, and the State Industrial Commission also made a ruling prohibiting minors under 17 from working in places where liquor is made or served, and girls under 17 from obtaining permits to work in hotels and restaurants. The Massachusetts State Board of Labor and Industries has ruled that no female minor shall be employed as a messenger. A Kansas City, Missouri, ordinance also prohibits the employment of girl messengers under 18 years of age, and restricts street trading in that city to boys over 10 and girls over 16.

SECOND PAN-AMERICAN CHILD WELFARE CONGRESS

The Second Pan-American Child Welfare Congress will be held in Montevideo, Uruguay, from the 15th to the 22d of December, 1918. It will be divided into four sections, it is announced: medicine, education, hygiene and relief, sociology and legislation. Each section is to operate independently and be presided over by the officers appointed for the purpose. General sessions will also be held, in which the more important conclusions of the sections will come up for approval or rejection. The President of the Executive Committee is Dr. Luis Morquio, Professor of Pediatrics, of Montevideo. The Chairman of the United States Committee is Miss Julia C. Lathrop, Chief of the Children's Bureau, Washington, D. C., and the secretary is Dr. Edward N. Clopper, of the National Child Labor Committee.

In the third bulletin of the Congress, which was printed at Montevideo in January and has just been received here, appears a statement translated as follows, explaining the reasons why the date of holding the Congress has been postponed:

> "In accordance with the resolutions adopted by the First Pan-American Child Welfare Congress in the City of Buenos Aires in July, 1916, there falls to Uruguay the honor of organizing the Second Congress, which at first it was planned to hold in Montevideo from the 17th to the 24th of March, 1918.
>
> "An earnest desire to place the discussion of the many complex problems of childhood on the highest possible plane, and principally in consideration of the painful circumstances occasioned by the most violent conflagration in history, the Executive Committee has deemed it wise to postpone the Congress, respectfully asking the Government of Uruguay to communicate this fact officially to the several American nations.
>
> "The state of bloody war which at the present time involves the entire world, and the intense preoccupation which such an unfortunate condition necessarily creates in the minds of those who direct the affairs of the various

Digitized by Google

nations, including those of all America, as well as in the minds of persons who are to contribute their talents and personal prestige toward the solution of questions related to the welfare and protection of childhood—a preoccupation which has even caused the excusing of one country from taking part officially; and further, the difficulty of communication due to the same unusual state of affairs; and finally, the briefness of the period fixed for the necessary organization and propaganda, which has delayed the formation of several commissions, are the causes which have prevented that centering of effort and attention upon the Congress that the vital nature of the matters with which it is concerned makes imperative in order to insure success.

"In view of these conditions, the Committee has deemed it advisable to postpone the holding of the Congress until December 15–22, 1918, in the hope that by that time they may have disappeared.

"In accordance with the postponement, Article 13 of the Rules and Regulations has been amended so as to change the dates fixed for the submission of papers.

"The Committee urges all general and sectional commissions to continue their efforts in the interest of childhood, so intimately connected with the future and the progress of humanity.

"This postponement made necessary under the circumstances, should not reduce in any way, but on the other hand, should stimulate the preparation of scientific papers, thus permitting the realization of complete success for the Congress."

MICHIGAN AND ALABAMA SURVEYS

The National Child Labor Committee has completed the study of conditions surrounding child life in Michigan for the Child Welfare Commission of that state. The subjects studied and reported on were the following: child labor, care of children in institutions and home finding, operation of juvenile courts and mothers' pension laws, standardizing and correlating of the child welfare laws and the work of the administrative agencies dealing with them. An inquiry into the welfare of children in Alabama has been made possible through the generosity of a friend of the Committee. This inquiry is now being conducted by the National Committee under the auspices and with the cooperation of the University of Alabama. Dr. J. J. Doster, Dean of the School of Education of the University, is preparing the report on the education of children in the state; Professor Lee Bidgood of the Department of Economics is studying the care of children in institutions and the work of various agencies that place children in private homes; Dr. J. H. McCormick of the School of Medicine of the State University is preparing the report on public health work; Mrs. W. L. Murdoch

Digitized by Google

of Birmingham is studying conditions as to delinquency and dependency. The studies of child labor and recreation are being made by members of the staff and a report will be prepared on the standardizing and correlating of the child welfare laws and the work of the administrative agencies. A special study of the causes of absence from rural schools in 12 selected counties of the state was also made this spring, and the material is now being tabulated. The Legislature of Alabama which meets only once in four years will convene next January, and it is planned to publish and circulate the entire series of reports in one volume sometime next autumn, so that the information may be available before the time for the session.

In Memoriam: Mrs. Frederick Crane

Mrs. Crane was a friend of the National Child Labor Committee in its earliest years, and it was she who first introduced the idea of enlisting the interest of children in child labor conditions. It was due to her initiative that a BULLETIN addressed to the children themselves was issued in August, 1914, containing sketches and stories written by Mrs. Crane and others. In the previous year she had secured the cooperation of a number of popular authors in compiling "Stories about the Other Child," and in 1916 she offered prizes in a contest held in Brooklyn public schools for the best essays by school children on child labor. She believed that the children who have, should be enthusiastic in helping the children who have not. Her interest and her helpfulness in the work of the Committee were untiring. For many years she worked continuously, practically giving up her entire time to the effort to bring home to people the story of the working child. It is with deep sorrow that the Committee records the loss of one of its most sincere and esteemed friends.

Our Membership Campaigns

It is gratifying to note that in spite of the many demands upon the American people within the last few months, our Committee has suffered no loss in subscriptions. It has taken more effort to keep our work before the people but the response has been generous. Worthy of special note are our exhibit membership campaigns conducted during this fiscal year. That held under the

Digitized by Google

auspices of the Junior League at Cleveland, in November, brought 635 new members contributing $3,311. Our campaign at Cincinnati in March was conducted with the cooperation of every active child agency in that city; 658 new members and contributors were added to our list with a total in subscriptions of $3,626. In connection with the campaign, our exhibit was shown and a number of large meetings were held, at one of which a group of children presented our Pageant of Sunshine and Shadow. Unusually gratifying has been the splendid help given by Dayton, where a prominent woman offered to release our worker and exhibit, and with a group of loyal friends raise $500. She has just reported 72 new members, and $526 in contributions. In other words, through the hard work of one small group in Dayton the friends of the National Child Labor Committee there were increased from 19 to 91. Radcliffe College, under the leadership of one of the students, undertook a similar effort, pledging to send us $100—and made good. May their example be followed by many other communities. Under the leadership of prominent women who served as hostesses, three large and successful meetings were held in New York during the winter, at which our pageant was presented in connection with the Florence Fleming Noyes School of Rhythmic Expression. These meetings have brought the largest financial results the Committee has ever had from a single venture.

The outline of our plan for membership campaigns is printed at the end of this BULLETIN. Fall and winter schedules are now being made. It is hoped that our friends who see America's need of safeguarding her children during the war, will assist with campaigns in their localities. Please address our membership secretary, Josephine J. Eschenbrenner, at headquarters.

PUBLICATIONS

Pamphlets recently published include revised editions of "The High Cost of Child Labor" (pamphlet 234) and of "Child Work in the Home" (pamphlet 232). Reprints have been made from the February BULLETIN of the article by Florence I. Taylor on "Physical Welfare of Employed Children" (pamphlet 285), and of Miss Rochester's article on "Child Labor in Warring Countries" (pamphlet 286). These pamphlets will be forwarded to members upon request, as well as the index for Volume VI, which is now ready.

Digitized by Google

ELECTIONS TO BOARD OF TRUSTEES

Dr. John Dewey and Dr. L. Emmett Holt have recently been elected to our Board of Trustees. Dr. Dewey who is professor of philosophy at Columbia University and the author of a number of books on psychological and educational subjects is prominently identified with the movement for federal aid to elementary education in which the National Child Labor Committee is so much interested. A tentative draft of the bill will be found in this issue of the BULLETIN. Dr. Holt, specialist in children's diseases and author of several books on the subject, is interested in promoting the health of school children and was influential in forming the Child Health Organization which has been affiliated with the National Child Labor Committee.

William E. Harmon of the Board of Trustees has been made chairman of the Board's Finance Committee to succeed Isaac N. Seligman whose death last fall left this chairmanship vacant.

NEW HEALTH ORGANIZATION

The formation of a new Child Health Organization is announced on page 28 in an article by Dr. L. Emmett Holt, its Chairman. The Director of Field Work is Miss Sally Lucas Jean who has been Director of Health Work at the People's Institute for the past year. Miss Jean has been given a year's leave of absence from the Institute to do this new work. Previous to her connection with the People's Institute Miss Jean was in charge of the health demonstration work at the Locust Point School, Baltimore. As Director of Field Work of the new organization, Miss Jean will be prepared to assist the various states in working out their local problems and to arouse interest in the health of school children.

Child Welfare in Oklahoma. An Inquiry by the National Child Labor Committee for the University of Oklahoma.

Edward N. Clopper.

In the introduction to the volume "Child Welfare in Oklahoma" Edward N. Clopper says: "The well-being of the children of a community may be fairly judged by the laws that govern it. As a rule

Digitized by Google

they reflect public opinion. Laws function best in any community when developed out of that community's own thought and experience, for then they are adapted to the local needs and are understood and appreciated by the people they affect.

"Legislative measures for the protection of children are of more or less haphazard growth. They are commonly the result of spasmodic and unrelated efforts on the part sometimes of official and sometimes of private agencies or individuals, put forth at different intervals as occasions seemed to require. A society interested in juvenile delinquency drafts a juvenile court and probation bill and has it introduced into the legislature; at another session a measure to provide a state asylum for orphans is urged upon the law makers by some other organization; later on a compulsory school attendance law is proposed by some official or private agency, and at some other time amendments to the child labor law are brought up for consideration at the instance of the labor department or of some volunteer committee. So the body of laws safeguarding boys and girls has been built up gradually through the separate contributions of public and private organizations and individuals, each interested in only one phase of the general problem. Inevitably there results a lack of harmony and coordination. The parts of the body so constructed fail to articulate and function smoothly. The effectiveness of such laws in operation as a general program is correspondingly reduced. Frequently laws that have a close correlation in purpose are found to be contradictory in their provisions and the attempt to administer them jointly creates hopeless confusion. Social workers themselves have not been distinguished for cooperation within the fields of their own activity. They commonly pursue their own ends independently of others engaged in closely related work and utterly oblivious or even ignorant of the opportunity for joint endeavor. This aloofness on the part of the workers also has contributed to the random growth of our laws on social welfare. This state of affairs has become so intolerable that a movement started a few years ago to remedy it through the codification of laws and the encouragement of cooperation among those who administer them has met with hearty endorsement and support.

"Three acts of the British Parliament known as the Consolidated Factory Acts, the Consolidated Educational Acts and the

Digitized by Google

Children's Act of 1908, together with amendments that have been adopted at different times, constitute what is virtually a code of laws for the benefit of children in the United Kingdom. The subject matter of the first and second of these acts is indicated by their names; the third is wider in scope and divided into six parts, treating of (1) infant life protection; (2) prevention of cruelty to children and young persons; (3) juvenile smoking; (4) reformatory and industrial schools; (5) juvenile offenders; and (6) miscellaneous and general matters such as giving intoxicating liquor to children, safety at entertainments, definitions, etc. Mr. Bernard Flexner, the American authority on juvenile courts, made special efforts to bring this Children's Act of 1908 to the attention of social workers in the United States shortly after it became effective, and suggested that action be taken here looking toward the simplifying, standardizing and codifying of our own state laws somewhat on the plan of the British procedure.

"About the same time, upon the invitation of President Roosevelt, a conference now known as the White House Conference, was held in Washington at which the principles governing the care of dependent children were set forth as agreed upon by the representative social workers who took part in the deliberations. This statement of principles has been useful throughout the country wherever measures for the care of dependent children have been under consideration.

"The National Child Labor Committee and the National Consumers' League had for some time been urging the adoption of a standard child labor law and in 1911 the National Conference of Commissioners on Uniform State Laws approved a draft, prepared and submitted at its request by the National Child Labor Committee. This proposed measure was recommended by these commissioners to the states for enactment so as to promote uniformity of standards in this field and its provisions have since then been adopted in whole or in part by several commonwealths.

"A standard juvenile court law was written by Mr. Bernard Flexner for the guidance of communities contemplating the improvement of their methods and procedure in dealing with juvenile unfortunates and has served as a guide for a number of years past.

"In 1913 the report of the commission appointed by the Governor of Ohio to revise and codify the laws of that state relative

Digitized by Google

to children was submitted to the legislature and marked the first comprehensive effort in this country to coordinate laws affecting children and to make them harmonize with the best thought in the several fields concerned. The report of this commission covered the organization, powers and duties of state agencies dealing with children, juvenile courts, methods and control of child placing, management of children's homes, orphan asylums, reformatories and institutions for defective children, provisions for widows' pensions, compulsory education, the regulation of child labor, and punishment of offenses against children.

"Two years later a similarly constituted commission reported to the legislature of New Hampshire its findings and recommendations concerning the care of dependent, defective, and delinquent children, especially in connection with the problems of infant mortality, feeble-mindedness, and the organization of juvenile courts.

"In 1917 the legislatures of Minnesota and Missouri considered the reports of commissions appointed in those two states. The proposed children's code of Missouri embraced 42 bills of which only 11 were enacted into law, while of the 43 measures recommended by the Minnesota Child Welfare Commission, 35 were adopted.

"The subject has been discussed at the National Conference of Charities and Correction and at the annual meetings of the National Child Labor Committee. So much interest was shown in it at the National Conference of Charities and Correction at Baltimore in 1915 that an organization which took the name of the National Committee for Standardizing Children's Laws was immediately formed to further the development of the children's code idea throughout the country and C. C. Carstens, of the Massachusetts Society for the Prevention of Cruelty to Children, was chosen as Chairman.

"A children's code is exceedingly complex and yet its elements fall into relatively simple groups. First there is that body of laws which might be listed under the heading *Preservation of Life and Health*, including among other matters the segregation of the unfit to insure reduction to a minimum of the birth rate of abnormal children, the requirement of physical fitness of applicants for the marriage license, freedom of mothers from toil before and after confinement, birth registration, insistence upon responsibility for

Digitized by Google

illegitimacy, medical inspection of children in schools, in institutions, and at work. The second group of laws might be termed *Protection from Want, Abuse, and Crime* and would include the care of dependent, neglected, and defective children, protection from cruelty and premature toil, regulation of work conditions, correction of delinquency, procedure in dealing with juvenile offenders, fixing the age of consent, providing for public relief, safeguarding of property rights, and protection from obscene literature, intoxicants, tobacco, dangerous weapons, etc. In a third and final group would be found the provisions for the benefit of children generally under the heading *Education and Recreation*, comprising schools, compulsory attendance, vocational training and guidance, social centers, parks and playgrounds, public baths and libraries. The laws covering these three fields and their several divisions are by no means so independent of one another in their functions as might be inferred; indeed the inter-relations are so extensive as to weave a veritable network which is revealed upon but brief study of their administration.

"The conviction has been growing that any action looking toward the adoption of a code should be preceded by careful study of conditions existing throughout the state so that all the factors entering into the situation may have due consideration. In all instances, so far, the official commissions of our states have been instructed to submit their reports to the legislatures at the sessions next ensuing; their work has consisted of the study of conditions, consultation with workers in the different fields, the compilation of laws and the preparation of reports, and inasmuch as their members have devoted to the task only such time as they could spare from their regular work, it has not received the attention necessary for thoroughness in an undertaking of such magnitude and importance. Again, nearly all the members of these commissions have been selected from among the residents of the larger cities in the state concerned, and because of their familiarity with urban conditions and comparative ignorance of rural affairs, there is noticeable in their reports an undue emphasis upon the needs of children in cities and an implied assumption that what is good for the city child is necessarily good for the country child too. A children's code is so complicated and far-reaching in its effects, that haste in its preparation should at all costs be avoided and sufficient

Digitized by Google

time be granted to insure satisfactory results and to enable the public to become informed as to its provisions and purposes."

It was for this purpose that the University of Oklahoma took advantage of the offer of the National Child Labor Committee to make a state-wide survey of the different conditions affecting children as well as of the administration of the existing laws. The different reports of the investigators have been published by the National Committee in one volume which is now available. The report of Charles E. Gibbons on Agriculture is considered of such general interest as to warrant its republication in the present number of the BULLETIN. The other subjects studied were public health, recreation, education, child labor, juvenile courts and probation, institutional care of children, home finding, poor relief, parentage and property rights of children, and the administration of laws.

In public health work Oklahoma was found to have most inadequate provisions. The State Commissioner of Health quite truthfully said, "I am the State Board of Health," and in a typical city of 4,000 inhabitants the city clerk explained, "Our city ordinances do call for a health officer, but the last few administrations have kind of overlooked it." Such negligence must in large part be responsible for the ravages of epidemics which sweep through the rural districts unchecked. It is certainly responsible for the fact that the registration of births has up to now been very incomplete, and infant mortality figures worthless. A few remarks of health superintendents on the subject of contagious diseases in the schools give a fair idea of the situation:

"If the child returns and the teacher isn't sure and sees a rash or anything, he sends the child home again."

"The teacher is supposed to look at them and decide whether they should come back or not."

"The children come back when they feel like it."

The Committee recommends and outlines a complete reorganization of the state and local systems of health administration.

The problem of recreation in Oklahoma carries two distinct sides. In the rural districts the aim should be to utilize the physical advantages which the country offers by organizing and directing activity; in the city there must be not only direction but opportunity afforded as well for wholesome social amusement. The work of the schools, of county farm agents and of the University of Oklahoma

Digitized by Google

in the rural communities is reviewed, and in the city, the commercial forms of recreation, such as motion picture houses, dance halls, parks, etc., and the work of the schools in providing playgrounds, gymnasiums, and libraries.

In the matter of education, also, the problem is two-fold and as usual, its solution is more difficult in the rural districts than in the city. The old-fashioned one-room school-house, ill-lighted, unventilated, unadorned, is the type most frequently seen in the rural parts of the state. Two movements are on foot in Oklahoma to improve the schools and do away with their inherited defects. One of these is the establishment of union graded schools, and the other, the more popular, the consolidation of schools. There are at present 103 of these consolidated schools in 39 counties. The causes of absence from rural schools in Oklahoma have already been reviewed in these pages (see August, 1917, BULLETIN), but perhaps it will not be superfluous to repeat that the rural term averages only 6.8 months per year, with only 66 per cent of this compulsory, and even less enforced, and that among the causes of non-attendance farmwork leads the list and illness comes second. It is very important not only that the compulsory education law should be extended, both as to length of term, and to the age limit of school children, but that it should be enforced for the full term.

There is a fortunate scarcity of children at work in most of the industries of the state, and there is evident a progressive attitude on the part of the people, who believe that education should take precedence of employment. Manufacturers in many instances express a disinclination to employ young children in their establishments, either for humanitarian or economic reasons, or because they appreciate the fact that the presence of children about machinery spells accidents, which they do not care to risk. There are of course exceptions to this point of view, as well as violations of the child labor law. Large numbers of children are, moreover, employed in street trades and in agriculture.

The provisions of the juvenile court law, passed in 1909, were at the time fully abreast of the most advanced legislation. Unfortunately the court was not given power to prosecute the adult responsible for the delinquency or dependency of the child, nor has the code been influenced by the recent movement to extend the jurisdiction of the juvenile court to cover all cases involving the

Digitized by Google

entire family group. The law has not only failed to keep pace with advancing standards, but unfortunately the section permitting the appointment of probation officers has been repealed, thereby depriving the judge of much of his effectiveness. Closely connected with this subject are the questions of the institutional care of children and of home finding. And just at this point there is apparent a notable discrepancy in the law, which is the very sort of thing that the standardizing of children's laws would prevent. The juvenile court in Oklahoma, having committed a delinquent child to an institution, may order the release of that child although the superintendent of the institution would not be willing even to grant him parole. The power of the court to retain jurisdiction over the inmates interferes with a very important part of the work done in the institutions—the parole work.

In the matter of mother's pensions, too, the intent of the law is one thing and its effect another. The allowance for indigent mothers is not to exceed $10 per month for the first child and $5 for each additional child under 14 years. This allowance is sufficiently meagre without the additional complication of the fact that pensioners seldom get the maximum amount for each child regardless of the number in the family. "The act was passed," says the report, "presumably to enable poor women to rear and educate their children under normal and healthful conditions and surely children who live with their mothers are not less worthy of help than children who are sent to orphanages. . . . Until pensioners are able to provide suitable shelter, sufficient food, warm clothing, and proper education for their children without breaking down under the burden and without recourse to charity, the state cannot feel satisfied with the results."

Such a volume as "Child Welfare in Oklahoma" is chiefly valuable in clearing the way for action. Oklahoma is the first of the states to possess a state-wide report of conditions as the basis for legislative action. "The volume is submitted," Mr. Clopper says, "in the hope that it may be found useful in some degree at least by those who may in the future undertake the task of preparing a children's code for Oklahoma."

Ruth McIntire.

Digitized by Google

DR. ALEXANDER JEFFREY McKELWAY

1866–1918

OWEN R. LOVEJOY
General Secretary, National Child Labor Committee.

The sudden death of Dr. A. J. McKelway on April 16 removed a commanding factor in American child labor reform, and one of the leading social welfare workers of the country.

For exactly fourteen years from the organization of the National Child Labor Committee he had served as Secretary for the Southern States. He came to the work splendidly endowed: a southerner to the heart, a successful preacher and missionary organizer, a school master and an editor of both a religious weekly and a local daily. He had travelled extensively through the South, over the mountains and sand plains and through the cotton manufacturing sections. He had lived in several large cotton manufacturing centers and knew the social and educational conditions of the South. It was because of this equipment and experience, together with his splendid personality, that he was nominated by the late Edgar Gardner Murphy at the first meeting of the trustees of the Committee. He knew what many of our friends in the North were to learn—that the spirit of the South was hostile to the abuse of little children and when once aroused would make more rapid progress toward their emancipation than the North had ever made. But he also knew the nature and strength of the ablest lobby in the southern manufacturing states as well as at Washington—the cotton mill interests. He knew that while they were not representative of the South they were representative of that insistent minority which can make itself heard in legislative halls and he also realized that this interest was not sectional but industrial. There was no difference in the complexion of northern and southern capital when invested in the kind of industries that can make profit out of the labor of little children.

Digitized by Google

After our first summer of service with the Committee—he among the southern cotton mills and I among the Pennsylvania coal breakers, we went together through a score of New England cotton mill villages and I remember with what satisfaction I listened to an extensive Massachusetts cotton manufacturer describe the fine conditions in their mills and his unqualified approval of the elimination of all children from the mills. Dr. McKelway who happened to know that this same corporation owned large mills in Georgia said: "Then, of course, we may count on your vigorous support of our legislative program in Georgia to fix a minimum age limit of 12 years" (12 years meant a long step in those days). New England winter settled down on the spot. Our friend informed us that conditions in the South were very different, that children matured earlier in the warm climate, that the children in southern mills did not actually work but played about the mills most of the time, that they were the sole support of their widowed mothers, and finally that cotton manufacturing in the South was an infant industry and must not be embarrassed by restrictive legislation. The case was complete. Dr. McKelway had driven our friend so gently to the dilemma that it was some minutes before he saw how he had been impaled. It was the same old wail of distress we have heard in every section and from every interest that was to be touched by a decent law.

An unquenchable fountain of optimism and good nature kept him from growing caustic in the heat of the fight. The expedients of our opponents in combatting progress were always a source of wonder and amusement to him, as when a legislator in one of the Carolinas some years ago successfully defeated our child labor bill on the ground that since it provided a record of baptism among the proofs of age, it was a veiled attack on religious liberty and an attempt to destroy the Baptist Church which opposes infant baptism in the interest of the Presbyterian and Episcopalian. And he loved the story of the Alabama cotton manufacturer who argued that the popular opinion that the moisture and lint in the cotton mill are injurious to health was an error, because, he explained, the lint in the air being drawn into the lungs produces a sort of pneumatic cushion and prevents the germs of tuberculosis and other injurious germs from touching the lung cells. When some years ago we published a pamphlet of his entitled "The Cotton

Digitized by Google

Mill: The Herod Among Industries," there were those who charged that he had accused them of murdering children, and progressive manufacturers came forward with exhibits of the social and educational work they were doing for mill people as a denial of the charge. But they had entirely missed the point. The charge was not against any man, it was against an industry, and the article had only presented in a graphic way the facts already brought out in the United States Census Report showing the standard of wages as compared with other industries, the high rate of morbidity and mortality bearing out the facts that have been obvious from the dawn of the factory system—that the cotton mill industry has itself been the victim and has made its workers the victims of long hours, low wages and bad sanitary conditions. But his attack was not personal in any sense, and he found it difficult to understand how leading citizens could claim that he had called them "child murderers." Repeatedly I have heard him describe to northern audiences the splendid educational and social work carried on by some of the southern cotton mills, and he counted among his best friends some of these industrial leaders who took the trouble to know him. The good educational work carried on by individual corporations however, could not blind him to the fact that an 11-hour-day in a cotton mill or any other mill for a 12-year-old child does not harmonize with American ideals of education. He was sometimes charged with the use of a sharp pen. This charge is doubtless just for he believed the wrongs against defenseless children which the National Child Labor Committee was formed to combat deserved the most uncompromising condemnation. But the "sharp pen" was never to my knowledge used in self defense or for personal advantage or in a spirit of personal vindictiveness.

I have heard newspaper men of national reputation say that had Dr. McKelway been willing to devote himself exclusively to newspaper work he would have been one of the greatest editors in America.

He was an ideal legislative worker. He knew how to be persistent without being offensive. I believe I am right in saying that no private citizen in Washington had a larger or more favorable acquaintance in Government circles, and the following letter received by Mrs. McKelway after his death is typical of the esteem in which he was held as a friend and adviser:

Digitized by Google

"My dear Mrs. McKelway:

The news of your husband's death has come to me as a very great shock. I had not heard of his illness. I esteemed him most highly and valued him as a friend, and shall feel, now that he has gone, that I have lost something I very much valued—his friendship and counsel.

Cordially and sincerely yours,

WOODROW WILSON."

His unusual value was due to two facts. First, a cosmopolitan social interest. He was not of the bigoted specialist type. He saw that other reforms must accompany child labor reform if American childhood was to have its rights. His "Declaration of Dependence," which we have felt it appropriate to republish in another part of this volume in such form that it might be taken off for separate use, well exemplifies this spirit. Hence improved legislation for the District of Columbia, better housing and a minimum wage in Washington, the juvenile court, prison reform, national prohibition, woman suffrage, the speeding up of our national war program in such a way as to hasten its successful termination in the interest of world democracy rather than a crushing international militarism, received from him not only friendly but able support. One of the most touching tributes at his funeral was an immense tray of wild violets—thousands of them—gathered by the students of the National Training School for Girls, an institution for friendless colored girls in Washington of which he had long been one of the directors. He was a statesman of the new social order and during the last two weeks of his life we had been in almost continual conference with representatives of the National Education Association developing a plan for federal aid to elementary education for the purpose of blotting out American illiteracy and raising our rural schools to a standard of actual efficiency. On the Friday before his death, the last time I saw him, he said of this program: "Millions of American children are going to be given a chance when this bill goes through, and it will do its biggest work long after we are gone and forgotten; isn't this the real sport?"

He was the embodiment of unselfishness. He never went to the Capital to ask personal favors. When Congressmen learned

Digitized by Google

this and that with him every issue stood on its own merits they numbered him among the men one may tie to.

He gave one the sense of genuineness. There was never any doubt where he stood on questions of policy or program, and there was never any question of his attitude toward those influences that affect the health and morals of society at large as well as of its children. This sincerity was expressed in his private life as well as in his public duties. I knew him intimately in his family—the complete spirit of cooperation and fellowship which he and Mrs. McKelway enjoyed constituted a substantial addition to his natural efficiency, while the spirit of comradeship blended with filial respect showed clearly the influence the parents were moulding into the lives of their four children.

His deep religious fervor never lagged. In this he was like our friend, Dr. J.W. Magruder of Baltimore who left us on the same day. Both could say after they had fought the good fight and finished the course, "I have kept the faith." Doubtless his old church associates often felt like asking him why he had left the ministry. His reply would always have been, "I never did; I only left the pulpit to get deeper into the ministry." It is difficult for one who takes seriously the idea that "It is not the will of our Father in Heaven that one of these little ones should perish" to know how any one man could covet a greater opportunity than to be the chief single factor in the establishment of the Federal Children's Bureau and the enactment of a national child labor law.

He was keenly interested in the plans we were working out for the larger children's conservation program to which the Committee has been giving increased attention in recent years—a program including education, health, the care of delinquent, dependent and backward children, the improvement of rural schools, etc. He said recently when we were undertaking to finance our present survey of Alabama, "Can we ever get the American people to see that even the most advanced child labor law for the cotton mill children of Alabama barely touches the fringe of the need? There are only 2,685 children in the Alabama cotton mills according to the last census, but there are 154,712 child laborers under 16 years of age in Alabama. Where are the other 152,027?"

I have no desire to eulogize, but I cannot write without fervor I knew him better and loved him more than any other friend. His

Digitized by Google

sudden departure is at once the most disconcerting and baffling event in a work to which we had dedicated our lives and efforts. For fourteen years we had labored shoulder to shoulder without a moment of misunderstanding or a word of disagreement, and I am writing this brief note frankly to our army of 12,000 co-workers who have labored untiringly for such advance as has been made, that you may know what manner of man has been your representative at the front. Among the flood of messages that poured into his home and to our office at the time of his death the following letter from our Chairman, Dr. Felix Adler, representing the Board of Trustees, indicates the sense of loss realized by our working force:

> "I want to send you a brief message both from myself personally and in the name of the National Child Labor Committee's Board of Trustees as a sincere though wholly inadequate tribute to Dr. McKelway's memory. His passing on is a loss we bear in common, and I think we can appreciate in a measure how great your bereavement is because we knew him and understood his worth. He was a champion of the children, and no more exalted rank could be earned by any man nor finer phrase be written on a tomb. But he needs no marble to commemorate his life for he built his own monument in the hearts of the people by devoting himself unreservedly to the cause to which we are all committed, and though he has ceased from active service his unselfish spirit will ever linger with us in the battle for the child. May I say that we take solemn pride in sharing with you and your family that deep sense of satisfaction that comes from having had the privilege of associating with a noble character."

And the following letter from Dr. Graham Taylor of Chicago, a member of our National Advisory Committee, indicates the value put upon his work and his character by these who have been our constant and intimate advisers:

> "I have just received with great sorrow the announcement of Dr. McKelway's sudden death. I can hardly realize or adjust myself to the 'lonesome place against the sky' which his genial yet robust, fraternal yet aggressive, gentle yet brave presence filled on the horizon of all who knew him and cared for

Digitized by Google

the cause for which he so valiantly, eloquently and effectively stood. Others will take up and carry on his work, but no one can fill his place in the hearts of his friends and fellow workers."

Of course, our work will go on. It will go on with renewed vigor and energy because of a rededicating of all our forces to the ideals for which Dr. McKelway stood. No one can fill his place, we all realize that, but nothing would have given him keener pain than the thought that we should allow ourselves for a moment to halt on the battlefield, because one of our leaders had fallen, until the realm of childhood is made safe.

Digitized by Google

CHILD HEALTH ORGANIZATION

L. Emmett Holt, M.D.

In the latter part of the winter a group of physicians, all of them specialists in the diseases of children, moved by a desire for home service during the war, organized in the New York Academy of Medicine a Committee on the War Time Problems of Childhood. A few weeks' study made it clear that the war time problem as related to children was so broad and urgent that a larger organization was desirable. Especially important was the revelation of the extent to which malnutrition had been shown to exist in the school children of New York and its steady increase due to ignorance of food values and the rising cost of food. The matter was referred to Secretary Lane of the Department of the Interior who was greatly interested in the work and urged the formation of a national committee composed of lay and medical members to study the problem and devise means for its solution. The Secretary pledged "the fullest possible support" through the Bureau of Education which is in his Department.

With the multitude of new organizations constantly coming into existence it seemed undesirable to add another unless imperatively needed. Since the health of the child in industry has for some time been an intimate concern of the National Child Labor Committee, it seemed wise to consider an affiliation with this body. Accordingly a new Child Health Organization has been formed as one of the branches of the Child Labor Committee.

The Society has been organized to meet a condition, the importance of which is as yet recognized by only a small part of the community. The nation is beginning to suspect, if not to realize, that even more essential to its permanence than progress

Digitized by Google

in science, politics or industry is the health of its people, especially of its children. This national asset—health—is at present the most in danger of all our national resources.

The selective draft has revealed a startling deficiency in the health and vigor of the young men of draft age, largely due to neglect of proper supervision and guidance during the period of growth, *i. e.*, the school age. If the defects revealed had been recognized early in school life it would have been possible in large measure to correct them. Infant welfare agencies are already taking care of the first years of life and some attention has been given to the health of the child in industry; but the army of twenty million school children has as yet received very scant consideration.

The business of keeping the school children in good physical repair has not generally been thought of as a public duty. Outside of the large cities the importance of medical school inspection has hardly been realized and even where it exists, it is inadequate there because it has failed to emphasize the teaching of good health habits in addition to the detection of disease.

The experience abroad has shown that war conditions bear most heavily upon the children. We are not yet awake to the dangers which threaten children in this country. The mistake must not be made of ignoring the health of those who are soon to be our soldiers and citizens. If physical defects are preventable, they should be prevented; if remediable, they should be remedied. It is with the purpose of drawing national attention to the importance of this problem and of pointing the way to its solution that this Society has been formed.

The following is the program of the Society and its list of members:

PROPOSED LINES OF ACTIVITY

I. To teach health habits to children and to secure adequate health examinations for all children in the public schools of the country, including:

   (a) Stimulation of children's interest by placing weighing and measuring scales in every school and acquainting children with ways and means of reaching the normal weight and height.

Digitized by Google

(b) Determination of proper standards for examinations, with special reference to normal nutrition and growth.

(c) Methods of examination; how extensive for general application.

(d) Health records, which should cover the entire school life of the child, and, with scholarship record, accompany him in his progress through school, and in making his application for a work permit.

(e) The arousing of a public demand for health examinations and records as a part of the regular routine of school life.

II. To consider the urgent problem of malnutrition among school children.

(a) A more careful study than has yet been made to determine its extent and degree, both in urban and rural communities.

(b) A study of the measures proposed to combat this condition, such as:

(1) Special nutrition classes.

(2) Making it possible for children to get one or more hot meals at school.

(3) Instruction of the community in the proper feeding of children of school age.

(c) To furnish information to educational and philanthropic organizations regarding the practical application of the results of these studies.

III. To safeguard the health of children in industry; this involves:

(a) The requirement of physical fitness for each particular job.

(b) The periodical examination of children who remain at work in factories, stores and other establishments.

(c) The cancellation of permits to work at jobs not suited to the children from the health viewpoint.

IV. Propaganda to awaken the public to the necessity of conserving the health of the school child as a basis of national security and stability.

V. To promote, or cooperate with other bodies in securing legislation for the attainment of these objects.

Digitized by Google

MEMBERS

Dr. L. Emmett Holt, Chairman
Mr. Owen R. Lovejoy, Secretary
Miss Sally Lucas Jean, Director of Field Work

Mr. Leo Arnstein, New York
Dr. S. Josephine Baker, New York
Mrs. Charles A. Beard, New York
Dr. Hermann M. Biggs, New York
Mrs. Elmer Blair, Albany
Dr. Henry Dwight Chapin, New York
Mr. John Collier, New York
Lucy Wood Collier, New York
Dr. John Dewey, New York
Dr. Charles W. Eliot, Cambridge
Dr. John H. Finley, Albany
Dr. Simon Flexner, New York
Mrs. Bryant B. Glenny, Buffalo
Dr. Samuel McC. Hamill, Philadelphia
Dr. Royal S. Haynes, New York
Dr. Victor G. Heiser, New York
Rev. Burris A. Jenkins, Kansas City
Dr. Samuel McCune Lindsay, New York
Judge Robert S. Lovett, Washington
Mr. Henry McDonald, New York
Mrs. P. V. Pennybacker, Austin
Dr. Frederick Peterson, New York
Mrs. Frederick Peterson, New York
Rev. John A. Ryan, Washington
Dr. Bernard Sachs, New York
Mr. Mortimer L. Schiff, New York
Dr. Albert Shiels, Los Angeles
Mrs. Victor Sorchan, New York
Mr. John Spargo, New York
Mrs. Willard D. Straight, New York
Dr. M. Carey Thomas, Bryn Mawr
Mrs. Frank A. Vanderlip, New York
Dr. William H. Welch, Baltimore
Dr. Ray L. Wilbur, Palo Alto
Mr. William Wirt, Gary
Dr. Thomas D. Wood, New York

Digitized by Google

FARM CHILDREN IN OKLAHOMA*

CHARLES E. GIBBONS

As the welfare of children depends principally upon the economic condition of their parents and as this in turn is determined largely by the economic system to which families are obliged to adapt themselves, it becomes necessary in dealing with our subject to examine this system somewhat in detail and to measure, so far as possible, the effect of its various elements in their bearing on families that seek to gain their livelihood from the soil. Oklahoma's population is chiefly rural and most of the children in the state live on farms. To judge the situation as it affects this great number of boys and girls not only must these elements be discussed but the history of the state's agricultural development be briefly considered.

Settlement

The state of Oklahoma comprises what were formerly Oklahoma and Indian Territories. In the former practically all the land was taken up by citizen settlers under the Homestead Law free of charge except for the filing fee of $15 or $20 each. Each settler was allotted a quarter section or 160 acres. The first "opening" for settlement occurred in 1889 and the last in 1906, and this was generally regarded by the people as the final opportunity to get good agricultural land free of cost. Fabulous stories of the richness and productivity of the soil had been circulated far and wide and men from all parts of the country flocked to the new territory. It was a conglomerate group. The honest farmer seeking a home for his family, the adventurer craving excitement, the speculator eager for riches, and the outlaw in search of pastures new, jostled one another in the great rush for the land of promise.

Here had been the home of the Indian hunter and the buffalo but after the subjugation of the former and the extermination of the

*Reprinted from "Child Labor in Oklahoma," National Child Labor Committee.

Digitized by Google

latter in the 'seventies the land had been gradually taken over by ranchmen whose great herds of cattle roamed at will upon the prairie. None of it had ever before been cultivated except small portions used by the Indians. Most of the early settlers were from northern states where the soil and farming methods were unlike those they were to use in their new homes and to the majority this new experience was costly, resulting in absolute failure for many.

The Indian Territory was settled in an entirely different way. About 1830 it was set aside for the Indian by the Federal Government and was held in common chiefly by the Five Civilized Tribes—Creeks, Seminoles, Cherokees, Chickasaws, and Choctaws—who came from southern states. Its land could not be sold and the great numbers of white people who followed and settled there could not get title to it. Between 1893 and 1902 a federal commission negotiated with the Five Civilized Tribes for the relinquishment of their tribal government and the allotment of their land in severalty. At first restrictions were placed upon the sale of this land by the Indians but gradually these have been removed until at present they apply only to full-blood Indians and to a less extent to those who are more than one-half of the race, while those whose quantum of Indian blood is less than one-half are free to sell all their land if they so desire. Of the 101,519 Indians on the rolls, such restrictions have been removed from all but 32,005.

Practically the whole of the Territory belonged to the Five Civilized Tribes. Its area is approximately nineteen and one-half million acres; about fifteen and three-quarter millions were allotted, two and three-quarter millions sold, and one million remain yet unsold. It is estimated that of the lands allotted to Indians from whom restrictions have been removed, not more than 10 per cent is now in the hands of the original allottees. The rest is owned by white men.

Agricultural Development

Although the methods pursued in settling the two Territories were quite different, the problems confronting the agriculturists were largely the same.

By the terms of the Hatch Act of 1887 the Federal Government gave each state and territory $15,000 for the establishment of agri-

Digitized by Google

cultural experiment stations and this was later supplemented by an additional $15,000 from what was known as the Adams fund, the Federal Government maintaining supervision of the work.

In 1862 Congress by the Morrill Act granted to each of the states 30,000 acres of land for each representative in Congress to provide a permanent fund for the endowment and maintenance of at least one college whose main object should be to teach military tactics, agriculture, and the mechanic arts without excluding other scientific and classical studies, with a view to promoting the liberal and practical education of the industrial classes in the several pursuits and professions in life.

Inasmuch as Oklahoma was not a state at this time she did not share in these benefits. However, through the Enabling Act specifying the conditions on which statehood would be granted, Congress reserved and granted to the proposed state section 13 of the Cherokee Outlet, the Tonkawa Indian Reservation, and the Pawnee Indian Reservation and also section 13 of all other lands opened to settlement in the Territory of Oklahoma, as well as all lands theretofore selected in lieu thereof, one-third for the University of Oklahoma and the University Preparatory School; one-third for normal schools; and one-third for the Agricultural and Mechanical College and the Colored Agricultural Normal University.

Section 12 of the Enabling Act provides that "the following grant of land is hereby made to said state from public lands of the United States within said state for the purpose indicated, namely: For the benefit of the Oklahoma University 250,000 acres; University Preparatory School 150,000 acres; Agricultural and Mechanical College 250,000 acres; the Colored Agricultural and Normal University 100,000 acres; for the benefit of the Normals now established or hereafter to be established 300,000 acres." This is commonly called the New College Fund.

This makes a total of 1,400,000 acres reserved by the Federal Government for institutions of higher education, and the control of the income from this land is entirely in the hands of the state government.

In 1890 Congress passed another law known as the Second Morrill Act which provided as follows: To each state and territory for the more complete endowment and maintenance of colleges for the benefit of agriculture and the mechanic arts now established

Digitized by Google

or which may be hereafter established in accordance with an Act of Congress approved July 2, 1862, the sum of $15,000 for the year ending June 30, 1890, and an annual increase of the amount of such appropriation thereafter for 10 years by an additional sum of $1,000 over the preceding year, and the annual amount to be paid thereafter to each state and territory shall be $25,000 to be applied only to instruction in agriculture, the mechanic arts, the English language, and the various branches of mathematics, physical, natural, and economic science with special reference to their application in the industries of life and to the facilities of such instruction.

By the terms of the Smith-Lever Act passed in 1914 the Federal Government gives the state $10,000 and in addition an amount up to $50,000, equal to what the state itself gives annually, for farmers' cooperative demonstration work. Of all the agricultural activities in the state this has undoubtedly done the most good, especially through the county agent whose work will be described later. The liberal policy of the Federal Government and its determination to stimulate agricultural development throughout the country are evident in this significant series of acts. The achievements of the states in this field are to be attributed mainly to this federal impetus.

While the State University, the Colored Agricultural and Normal University, and the Normal Schools all teach more or less agriculture, yet it is from the Agricultural and Mechanical College at Stillwater as a center that the greatest agricultural development proceeds, and this school handles all the direct appropriations of the Federal Government.

Resources

From the standpoint of soil, climate, and rainfall few states are so fortunately situated. The elevation increases from about 500 feet above sea level along the southeast border to nearly 4,000 feet in the extreme northwest. The greater part of the land is rolling but portions of the Cherokee, Choctaw, and Chickasaw holdings and of Comanche, Kiowa, and Greer counties are broken and mountainous.

The Arkansas, Canadian, and Red Rivers with their tributaries, the Cimarron, North Canadian, and Washita extend in a general

Digitized by Google

southeasterly direction throughout the entire state. The fall of the land is sufficient to insure effective drainage with but slight loss from floods.

The soil is a rich red clay or sandstone decomposition. In many places it is covered with a black alluvial deposit which makes it highly productive.

The normal temperatures are well adapted to the growth of the staple crops. Winters are open and mild and few days of work are lost because of inclement weather; preparation for the spring plantings can be carried on during the winter months. The mean annual temperature in the southeast is between 62 and 63 degrees and decreases slightly towards the northwest where it is between 58 and 59. The mean annual temperature for the state as a whole is 59.8 degrees.

The rainfall follows the same general course as the elevation and temperature. In the southeast the normal fall is between 40 and 45 inches per year. This decreases gradually towards the north and rapidly towards the west until in the extreme northwest it is only 15 inches. It is said that 30 inches of rain, if opportunely distributed throughout the growing season are sufficient for the staple crops. The growing season is from March 1 to November 1 and two-thirds of the rain falls in this period. The mean annual rainfall for the entire state is 32.10 inches. The extreme western tier of counties have only between 20 and 25 inches but the fall varies more or less and there have been prolonged drouths when crops suffered severely, but no year of general failure. Comparing one year with another over a 10-year period, the natural conditions are favorable for prosperous agricultural development in Oklahoma.

According to the annual report of the State Board of Agriculture for 1916, the chief crops in the order of their value are cotton, corn, wheat, grain sorghums, hay, oats, broom corn, fruits, potatoes, barley, rye, and peanuts, their total value being $177,500,000. The live stock in the order of their importance are cattle, horses, mules, swine, sheep, and goats, their total value being $169,000,000.

Most of the cotton is cultivated in the southern part and most of the wheat in the northern part, the Canadian River roughly dividing the state into these two sections. Such marked predominance of a single crop is unfortunate in that it tends to prevent the diversification so necessary to a complete development of agricul-

Digitized by Google

tural resources and to the farmers' independence and contentment. Other things being equal, there is more prosperity in a region where diversification of crops is intelligently practised than where the farmers cling to the one-crop system. This prosperity brings with it a train of consequences that make for happiness and a higher standard of living—better homes, domestic conveniences, improved schools, increased social advantages, better roads and means of transport and communication.

To attain these conditions, more feed and food crops should be raised, a greater variety and better grades of live stock, and every farm should have a vegetable garden, poultry and at least enough hogs and cows to supply the family with meat, milk and butter, for by raising food for their own families and feed for their stock, farmers become more independent of the towns. In general terms, the individual farmer's acreage at present sown in wheat or cotton should be reduced and the land so released should be used for the cultivation of other necessaries, so that a well-balanced diversified system may be established.

Lack of diversification is most pronounced in the region where cotton is cultivated, especially among tenants and small landowners, great numbers of whom raise little else and have as live stock only a team of mules. Most of them have no gardens, chickens, hogs, or cattle. Their one purpose is to raise the cash crop—cotton—and they cultivate this largely to the exclusion of everything else. Crops other than cotton, and live stock other than mules, are raised in the southwestern part of the state, however, where the people are more progressive and the conditions better.

Land Tenure

Professor Vogt of Ohio State University says: "Increase in tenantry destroys every one of the necessary bases of successful organization and unless some policy is adopted which will lead to permanency, homogeneity, and stability, the outlook for effective economic organization in America is not good. . . . The experience of the race appears to justify the private ownership of land by the operator thereof for the reason that such ownership tends to preserve and improve the property held, and to insure its most efficient use for society. If the principle is accepted that

Digitized by Google

private ownership of farm lands by the operator is desirable for the social good, then it follows that constructive measures should be taken by the state while the problem is not yet acute to prevent the rise of either a permanent tenant class or of a permanent proletariat in the country."

Using the figures furnished by the Board of Agriculture for 1916, we find that in the north 42.2 per cent of the farms are operated by tenants, and in the south 58.4 per cent. With reference to old Oklahoma and Indian Territories, we find that in the former there are 107,227 farms, 40 per cent of which are operated by tenants and in the latter 87,558 farms, 64 per cent of which are worked by tenants. Thus it will be seen that the land on the Oklahoma Territory side has changed hands in less than 30 years to such an extent that at present two-fifths of it is farmed by men who do not own it. On the Indian Territory side not only is the Indian being reduced to a state of tenancy at a very rapid rate, but the men who are getting this Indian land are not the men who are farming it, for almost two-thirds of this land is tenant farmed. This becomes all the more striking when we realize that the change has taken place in less than 15 years. Of all the farms in the state, 50.8 per cent are rented.

The tenant farmer must deal with the following classes of landlords, named in order of increasing importance:

1. *Large corporations and companies.*

In most instances, especially with the lumber companies, the men who farm the land are hired on a monthly or yearly basis and in addition do other work.

2. *Indian Owners.*

This situation would not be so bad were it not for the fact that speculators lease from the Indian much of his surplus land for a period of five years, then sublease it to the farmer, usually for one year. The prevailing price paid to the Indian is $1 per acre per year. The farmer leases it on a crop basis—one-fourth of the cotton and one-third of the grain going to the lessor. The margin between what the farmer pays and what the Indian gets would improve the land very materially but under the present system it is not being used for such purposes.

3. *The non-resident owner.*

The land owned by this class has been bought mainly by individuals seeking safe investment for their money. However,

Digitized by Google

some of it was acquired on pure speculation. It is usually looked after by a real estate agent and often is rented on a cash basis, frequently for more than one year.

4. *The business and professional men, especially the banker and the merchant, living in the small towns.*

This is the largest class and the one that has placed the heaviest burden upon the man who farms the land.

The Tenant

Tenants constitute the largest class of people living in the rural districts. To improve their condition in life is a fundamental social necessity. Those in the south came largely from the cotton states where their people before them were renters. They own nothing but what they can put into a wagon and drive off with. They have had very little schooling themselves and are indifferent about the education of their children. They have never cultivated anything but cotton and do not want to raise anything else. Very few have vegetable gardens of any description. Their supply of meat, milk, and butter they buy or go without—most of the time the latter—and a great many of them are actually on the border line of starvation. The writer has been in their homes when there was not enough on the table for even a smaller family. Much has been written and said about the poverty of the people living in the congested districts of our cities but little is known of the poverty in many of these rural tenant homes. The country has been pictured as a beautiful place to live, where all human wants are supplied—a picture that never reveals the suffering and privation these tenants endure in order to live the barrenest kind of a life. The system that shapes their lives has made them hopeless and ambitionless. They are disgruntled, suspicious, and antagonistic toward everyone and every agency that attempts to work in their behalf.

There are three factors chiefly responsible for the making and perpetuation of this system:

1. *The Landlord.*

Most of the land is rented on a share crop basis—one-fourth of the cotton and one-third of the other crops going to the owners. Under ordinary circumstances this would leave a fair return to the tenant for his labor and the tenant should be able to buy and own

Digitized by Google

some land. But very few are passing into the land-owning class. Frequently they are inveigled into purchasing, especially by speculators, when they are not able or ready to buy and then because of their lack of business judgment and of knowledge how to handle the land they soon drop back into the tenant class.

On the whole the landlords are furnishing miserable structures for residences. Most of them are mere shacks lacking the most elementary home conveniences. No screens are on the doors and windows, there are no toilet facilities, and the wells, if any, are unprotected. The tenant has no place to store his crop, nor even to store his seed for the next year. Consequently he must sell all his produce at harvest time—the very time when prices are lowest—and then in the spring must buy seed, oftentimes the very same he sold in the fall.

The landlords have been generally unwilling for the tenant to have much stock. Fences are poor and they do not want to incur the expense of building good ones. The landlords generally dictate the kind of crops to be raised. In the south they have almost universally insisted on the raising of cotton and when asked the reason why, a number said the tenants could not steal and eat the cotton. In many instances they will not provide garden space, and when they do they frequently insist on the cultivation of so much cotton that the tenant does not have time to raise vegetables.

The term of lease is usually one year. This means the tenant moves annually. He has no incentive to become interested in the land and this constant changing has given rise to a feeling of dissatisfaction. He is always looking for a better place. The landlord has been similarly influenced for he is always looking for a better tenant.

The landlords have generally failed utterly in cooperation. Many have been successful farmers themselves and now reside in the towns, expecting their tenants to do just as well as they did but at the same time demanding more and more money from the "old farm." They do not see that it is no longer an individual proposition and that they must cooperate with their tenants to get the best results.

However, within the last year because of the emphasis laid on the national situation by the Federal Government through the county agents in the feed and food campaign, conditions in this respect have appreciably improved.

Digitized by Google

2. *The Banks.*

As the country was opened up and settled, there was an immediate need of capital to develop the land. Most of the land especially on the west side was taken up under the Homestead Act which practically gave the land to the settler, but he had no working capital. The man who had money found eager borrowers and small banks sprang up everywhere. Almost anyone who had money could and did start a bank. Although the territorial laws fixed the interest rate at 10 per cent a year, the commonly accepted rate was 3 per cent a month. The quality of fitness scarcely entered into consideration of what a banker should be, and naturally dishonest as well as honest banks came into existence.

In 1907 a law was passed creating a guaranty fund for the protection of depositors and all state banks were required to contribute to it. This forced all the state banks into involuntary partnership. The state assumed control but no financial responsibility. The good banks were made liable for the wrongs of the bad banks. There was no investigation as to the standing of individual banks. The panic came on and one large bank failed, with a loss of about $750,000, which nearly depleted the guaranty fund and forced the issue of guaranty warrants. A few years later the law was amended so that now the banks have a voice in the management of banking affairs. All banks are examined by the Bank Commissioner, and this has served to recoup the loss and put the fund on a good basis.

In the meantime usurers were doing a thriving business. While it is true that by the heavy failure referred to the depositors did not lose a dollar, yet the banks themselves sustained the loss and sought to make it good. The usury question had been up before every legislature since statehood but was not acted upon until 1915, largely it is said because the banks needed time to recover their losses incurred by this failure. There was strenuous opposition to the passage of the bill but the situation had become so bad that it simply had to be relieved. The rates being charged were completely out of reason. The main provision of the law is that when more than the legal rate (10 per cent) has been charged the lender may suffer a penalty of twice the amount of interest charged. Its chief weakness lies in the fact that upon information concerning any bank violating the law, furnished to the Governor by the Bank Com-

Digitized by Google

missioner, the former "may" direct the latter to bring suit to have the charter cancelled.

In territorial days the farmers generally went to the merchants to buy on a credit basis but the latter charged not only exorbitant interest on the amount of credit granted, but also an unreasonable credit price for their goods so that the farmers then preferred to go to the banks and borrow money with which to trade. Especially was this true during early statehood days. Since the passage of the usury law the tendency has been for the farmer to swing back to the merchant. As a general proposition it is unprofitable for the banker to violate the letter of the law but there is nothing to prevent him from investing his capital in general mercantile business. Credit in many cases cannot be gotten at the banks but the banker can refer the farmer to a store in which he is financially interested and where the farmer can get everything he needs.

However, open violations of the law are not uncommon. One banker told the writer he charged one per cent a month. A white farmer was paying interest at the rate of 65 per cent per year on a small loan, and a number were paying 12 to 15 per cent.

According to the customary procedure when a farmer needs money to "make his crop" or to "grub stake" himself until his crop is harvested, he goes to the bank and negotiates a loan, giving a mortgage on all his stock, tools and growing crops. The total value of the security is always on a safe margin to cover the loan. Notes usually run from March 1 to November 1—the general crop season. Formerly the interest was deducted from the loan when it was made, but now the interest is added to the face of the note and itself bears interest from maturity. Many farmers pay the full year's interest at 10 per cent for the part of the year their notes run. The system has had a very decided tendency to force the farmer to raise a cash crop—one that he can turn into money in the fall to pay his debt. Many do not break even but carry the balance owed over into the next year, thus being in debt constantly. These ignorant people often know they are being charged more than the law allows but need the money and make a contract to pay so much—feeling honor bound to pay it regardless of any advantage the law may afford them.

It is true that the banks are not entirely to blame for this situation, for in many instances the risks have been great. A tenant may default and drive off with his "little ole team of spike-tailed

Digitized by Google

mules" and all the goods he gave as security, but the system as a whole has been decidedly in favor of the banks. The Federal Farm Loan Act benefits only those farmers who already have land which they can give as security, or who have money to use in the purchase of land and can borrow the balance of its price from a federal farm loan association, giving this association a first mortgage on it.

3. *The Merchant.*

Not all the farmers go to the banks to borrow in order to tide them over until they realize from the sale of their crops. Many go to the merchant and give their note for about one hundred dollars and in exchange are credited with this amount against which they buy the supplies they need. This note bears interest from its date, although the farmer does not use up his credit for months. The farmer because of his ignorance, his indifference, and inability to protect himself, is mercilessly exploited. Like the banker the merchant takes a mortgage on everything the farmer owns and also his growing crop. The merchant has an advantage over the banker in that he can charge the legal rate of interest on the credit extended and in addition sell his merchandise at credit prices which are usually 20 per cent higher than cash prices. A few years ago the situation had become so bad, that the farmers quit dealing with the merchants except on a cash basis, borrowing the money from the banks. However the system is gradually changing, until now many farmers are again dealing only with the merchant. Many of the stores are run by general mercantile companies selling hardware and implements, groceries, clothing, and feed stuffs. Once a man has made arrangements to deal with one of these companies, then all his wants are supplied from the one store. He has no ready cash to buy where he pleases until his crop is harvested and even then he must pay his debts before he is free to trade elsewhere. Frequently the proceeds from the sale of his crop are not enough to free him from debt. Some merchants as well as bankers are the so-called "curb stone brokers" found standing about upon the streets of the small towns, buying the products the farmer brings to town. In some towns especially in the cotton belt there is a general understanding among these men whereby each enjoys the exclusive right to do business with certain farmers recognized as his particular customers. For instance, when a farmer brings a load of cotton to town one of them will walk out and place his foot upon the hub of the wagon

Digitized by Google

wheel and begin talking to him. This is the accepted sign that he is "his customer."

The price he pays for the products is not always fair. The writer recently observed an example of petty swindling. A load of cotton was brought into one of these small towns and the buyer looked at it and pronounced it of a certain grade. Then the cotton was ginned and baled. In the meantime the farmer had taken a sample of it to the government grader who declared it to be one grade higher than that fixed by the buyer, and this meant $1.25 more to that farmer for each bale of cotton. Buyers are not intentionally dishonest in all cases but it is generally conceded that those who buy the farmers' products buy on a safe margin.

Thus it is seen that the farmer is compelled through force of circumstances to sell his crops at harvest time, oftentimes to the very men who sell back to him the things he has brought to town and later needs himself. This so-called business through its buying and selling process is taking almost the farmers' entire profit.

The effect of the usury law in reducing the interest rate and thereby making business with tenants and small landowners unattractive to the banker, is to force these farmers into credit relations with the merchant. This involves merely a change of banker.

Small Farm Owners

The lot of a great many in this group is little if any better than that of the tenant. President Frank M. Gault of the State Board of Agriculture estimates that 50 per cent of the farms owned by farmers are mortgaged, the average amount of indebtedness being about $1,000. Most of this money has been borrowed from farm loan bureaus which do a thriving business. Interest rates have been as high as 8 and 10 per cent but at present loans can be negotiated on a six per cent basis. The Federal Farm Loan Act will help many of these farmers, unless, as is often the case, their mortgages are too heavy to leave enough of the required security in land. In the latter event it is just a step to tenancy, and indeed quite a number of the owners of such heavily encumbered small farms are actually passing into the ranks of the tenants. The frequent foreclosures reported in the local press bear witness to this condition. The small farming mortgagor is subject to the same system as the tenant in the cul-

Digitized by Google

tivation and marketing of his crops—he deals with the local banker and merchant and in addition is prodded along by the agent of the loan bureau.

Work of Children on Farms

In the report of the National Child Labor Committee's study of the causes of absence from rural schools in Oklahoma, we find this significant statement: "In the totals for all the groups (of absentees) farmwork comes first among the causes—and is far ahead of the next cause, illness. The days of absence due to farmwork and housework together nearly equal the sum of those due to all other causes combined. This fact shows how serious a factor labor is in the breaking down of rural school attendance especially as the total of days absent is much more than a third of the total days present."

In the springtime we find the children aiding in the work of preparing the soil for the planting of cotton, corn, grain sorghums, etc. As soon as these crops are up, we see them hoeing, weeding, and cultivating. Frequently children are found doing work, especially in the handling of teams and cultivators, that is unquestionably beyond their strength. At harvest time we find them shocking the wheat and oats, shucking the corn, and picking the cotton. The work is hard and the hours are long. It is no uncommon sight to see the whole family—father, mother, and children even as young as five years—going down the cotton rows, dragging long bags fastened about the neck and shoulders, picking from dawn to dark. When one sees the children robbed not only of their schooling, but also of their right to normal childhood, where play has its legitimate part, it is then he recognizes the injustice of a system that makes their exploitation necessary in order that the family may live.

The Work of the County Agent

The Federal Government, understanding the need of relieving this distress by imparting to the masses of the people the agricultural information it had accumulated, began in 1904 what was called Farmers' Cooperative Demonstration Work. The immediate cause was the spread of the Mexican boll weevil in the cotton section. The Agricultural and Mechanical College had been doing some

Digitized by Google

extension work. When the Smith-Lever Bill became a law in 1914, the extension work of the Federal Department of Agriculture and of the college was made cooperative. A division of extension was established as an independent division of the Agricultural and Mechanical College, ranking with the experiment station or college teaching force. There is a general working understanding between the Federal Department and the College. Thus the county agent who is jointly employed, stands as the direct representative to the people of the Federal Department of Agriculture and the Agricultural and Mechanical College.

From the very start the county agent found his most fertile field for work in the landlord because not only had the ravages of pests cut down returns from the land, but also the system of farming was making the soil produce less. The county agent was welcomed at first by the landlords and his function was looked upon and rightly so, to increase production. But the landlord failed to see that the agent had other things to do, things that would strike at the very root of the tenancy problem. The county agent's work may be fairly said to fall into four divisions, the first three of which are well advanced.

1. *The education of the adult farmer.* He is not only helping by increasing production but also proving to tenant and landlord the value of diversification. His program of farming in the south is one-third cotton, one-third grains, and one-third feed stuffs on every farm. This same program applies to the north by substituting wheat for cotton. There has been more feed and food raised in the present year than ever before in the history of the state. The agent is helping (1) to show the value of live stock, not only encouraging the raising of more stock but better grades; (2) to bridge the gap between the interests of the towns and of the rural districts; (3) to make the relation between the landlord and tenant better; (4) to replace the one-year lease with a long term lease; (5) to conserve the fertility of the soil; and (6) to establish farm loan associations in order that those who own land may take advantage of the Federal Farm Loan Act.

2. *The education of the children or the development of the boys' and girls' club work.* It is in this branch of the county agent's work that the most far reaching effects are to be found. Two things are being taught the children, the value of ownership, and business

Digitized by Google

accounting. They are urged to buy a pig, or a calf, or plant an acre of corn, or cotton, etc. If the child does not have the money, or the parent cannot furnish it, the county agent usually makes arrangements for the child to borrow it, giving the pig or calf as security. The child is required to keep a strict account of all factors entering into the cost of production and at the end of the period he knows and appreciates what that pig, calf, acre of cotton, corn, etc. has cost. He compares his products with those of other club members and the rivalry is indeed very keen especially when exhibitions are held at the county and state fairs.

3. *The development of community life.* One of the drawbacks of rural life is its isolation, lack of social intercourse and wholesome recreation, and it is to counteract this that the county agent is organizing clubs and centering them about the school houses. Here the farmers with their families may come and enjoy a sociable and discuss the problems common to them all. Cooperation is the result.

4. *The standardization and marketing of produce.* The farmer should have a fair price for produce of standard quality. He now receives only an average price. There is no incentive to him to raise a high grade product unless he gets its proportionate value over the man who raises a medium or poor grade. On the other hand the buyer can and will pay more if he knows that what he is buying is of standard grade and quality.

The great difficulty with the work is that the county agent's duties are so many and varied and the counties so large that he does not come in contact with as many farmers as he should. He should have more time to give to the organization of farm loan associations. It is only as the county agent is able to get hold of tenants, show them how and what to plant, how to save and economize, and in general be their adviser, that there is hope of their acquiring ownership of land. And it is only when they have land or money to buy it that the Federal Farm Loan Act can help them. The majority of the tenants do not and cannot accumulate anything under present conditions. Their lot would be much better if they only knew how, and the county agent is trying to teach them. Each agent should have several assistants.

The county agent should be relieved of the club work. This is primarily educational and should be done by the schools. The

Digitized by Google

development of these clubs by another agency is itself a charge of failure of the rural school system. The rural school authorities have turned a deaf ear to vocational education. Many of the county superintendents are either too busy politically or too indifferent to the value of this work to cooperate in its development. Too many of the teachers are unprepared to help. It will remain a part of the county agent's work until the school system itself is changed.

The county agent stands out as the best single exponent of what agriculture should be in the state to-day and the Agricultural and Mechanical College through this branch of its work is reaching more people and doing more to correct the evils of the system than through any other of its activities.

Schools

With regard to special training of teachers for rural service the situation is discouraging. The constitution provides that agriculture shall be taught in the rural schools and although this provision has been vitalized by law, very little attention has been paid to the matter. What is taught is most perfunctory and the requirement is a dead letter—largely because teachers do not know how to teach it.

So long as the higher institutions of learning lay so little emphasis on knowledge of agriculture as a qualification for teaching, it is hardly to be expected that second and third grade teachers whose education along agricultural lines is at best second hand, will go into the rural schools and really teach agriculture. The difficulty with the rural school teacher is not so much that she has not had training as that she has had the wrong kind of training. Dead languages are not suitable standards in preparation for such service. But little thought has been given to real development of vocational agricultural education. A very small percentage of rural school pupils will ever go beyond the eighth grade, and the education they are receiving is of little practical value to them.

The equipment, buildings, and grounds of most of the rural schools are anything but inviting. The total value of the 5,951 school buildings and lots in rural districts is approximately one-third that of the 960 buildings and lots in city and village districts.

In 1916 the lands, buildings, and equipment of the State Uni-

Digitized by Google

versity, the Agricultural and Mechanical College, and the six normal schools were valued at $2,659,451. In 1915-16 there were 13,245 students at these institutions, or an investment of $200.77 per student. The investment per child in rural schools is $18.56 and this is a decrease of $1.18 per child in 1916 as compared with 1915. These figures do not show that the higher institutions of learning have received one dollar more than they need or should have, but they do emphasize the fact that the rural school—the "college" of the masses—is not receiving its proper share of the money spent for educational equipment. Oklahoma is primarily an agricultural state and most of its children live in the rural districts and will be found there for years to come. The grammar and high schools as feeders for the higher institutions of learning receive most consideration but there can be no real educational development so long as the rural schools, the chief factor of the system, are neglected. All the parts of a state's educational system from the primary grades to the college, must grow and progress together, and no one of the parts should be developed out of proportion to the others.

Taxes

Schools receive support from three sources, state, county and district.

1. *State.* The largest part of the income from the state is derived from school lands. In the Enabling Act Congress set aside sections 16 and 26 of each township for common school purposes. This applied only to Oklahoma Territory. In lieu of lands on the Indian Territory side, Congress appropriated $5,000,000. Congress appropriated in 1916 $275,000 towards the support of schooling for Indian children. This is paid directly to the districts on an attendance basis—10 cents per day for each child that attends. The state also makes a direct levy of one-fourth of a mill for common school purposes.

2. *Each county* may levy not to exceed one mill for common school purposes.

3. *The district* through the school board may levy up to 5 mills for the maintenance of common schools. This can be raised, not to exceed 15 mills by vote of the electors of the district. Of the $9,564,342 spent for common schools in 1916, only 40.4 per cent was spent for rural schools although they have 56.1 per cent of the

Digitized by Google

total enrollment. The raising of 62 per cent of the money used for rural school purposes is in the hands of the boards of rural districts and the electors of those districts. These people, often ignorant, are not opposed to schools but do not know their value. To them the raising of their taxes is almost the greatest calamity that can happen.

A tax of one-half of one per cent on the gross production of oil is also levied for school purposes. This is collected by the state and paid directly back to the county from which it came. This extra benefit from natural resources makes it unnecessary to levy additional local taxes. There is at least one county in the state in which not one district exceeded the 5 mill levy last year. On the other hand there are many districts, especially where there is much Indian land, that levy the limit and still do not have enough properly to run the schools. Manifestly in this connection the system of taxation is unfair.

The compulsory attendance law is a failure. As pointed out by the National Child Labor Committee in its report on the causes of absence from rural schools, "the simple fact brought out by this study is that in rural districts, the compulsory attendance law is commonly ignored. It is at best a poor law for its purpose but it cannot be doubted that attendance would be better if it were enforced. Its weakness lies in its application to only 66 per cent of the school term, but as according to figures of Table B, children were present in the school year just passed only 59.8 per cent of the time they should have attended, it seems that even the meager possibilities of the law as it is were not developed. The law is poor but the attendance is poorer."

It was not possible to ascertain how long the schools were actually attended by the children of families that changed their places of residence in the school year because in most of these cases it was not known where they had gone nor whether they enrolled after reaching their new homes. The following figures are based on the complete records of 4,290 children affected by the compulsory education law who were enrolled last year in 174 rural schools in 10 counties. The law requires children between 8 and 16 years to attend school only 66 per cent of the time it is in session. Of those of these ages whose absences from school were due chiefly to farm work, only 51.9 per cent kept within the requirements of the law. In other words, 48.1 per cent of the farmworking absentees violated

Digitized by Google

it—they attended only 44.4 per cent of the time instead of the 66 per cent required.

Of those within the age limits mentioned whose absences were caused principally by housework, 68.8 per cent observed the law. The 31.2 per cent who failed to observe it were present in school only 46.5 per cent of the time.

The non-working absentees, that is those who missed on account of illness, bad weather, distance from school, indifference, etc., have a much better record, 80.3 per cent of them having obeyed the law. The 19.7 per cent of this group who violated it attended only 40.7 per cent of the time.

It is a curious coincidence that only 66 per cent of all the children were present at school 66 per cent or more of the time. One-third of the entire group did not comply with this very modest requirement of the law. The striking fact is that the working children make the worst showing. But what can be expected when their parents are struggling for a livelihood against such heavy odds? Inevitably the boys and girls are kept out of school to aid in the work on the farms.

Consolidated Schools

The consolidated schools have indeed had a hard uphill struggle. This failure to develop is largely due to the fact that the state has not held to the program originally made. By the terms of the Enabling Act Congress set aside section 33 in each township for public buildings, penal and charitable institutions, etc. This was commonly called the Public Building Fund. However, Congress reserved sections 33 in Greer County "for such purpose as the legislature of the future state may prescribe." Accordingly the legislature of 1911 set aside this land amounting to 40,480 acres, the income of which was to be used for consolidated schools and the legislature of 1913 appropriated $100,000 of this accumulated fund for these schools. The legislature of 1915 failed to make an appropriation from this fund but that of 1917 made $125,000 available.

In 1913 the legislature after a bitter fight set aside the residue of the Public Building Fund as a union graded or consolidated school fund. This was to be for building purposes only. There was some

Digitized by Google

question as to the constitutionality of the act (no court has passed upon it) and inasmuch as money was needed to build the Capitol the legislature of 1917 repealed it. No appropriation for these schools was ever made from the fund. It was estimated to have been about two million dollars. In lieu of this, and in order to establish a precedent with reference to this so-called Building Fund, there was secured as a compromise a direct appropriation of $50,000 from the general revenue funds for these schools. Thus the state is now appropriating $175,000 annually for these schools.

In the six years that have passed since the consolidated school program was started but little progress has been made. The people have not fully appreciated their value and at times the state has not adhered to the program agreed upon. It is well known that these schools cost more than the district schools they supplant but the results obtained are far ahead even in proportion to their cost.

Conclusion

In summing up, we find that the methods of farming and land tenure together with the school system fail to overcome the evils of poverty and ignorance. The state has by its neglect and by bad laws permitted to develop two well-defined groups of people—the banker-merchant-landlord class and the tenant-small-landowner class. The breach between these two classes has been widening, although the work of the county agent tends to bring them together. The former class has lived and largely made its money from the latter class. This latter class is not only the product of the prevailing system but also the product of its own misfortune. The state must recognize that here is a large group of people, who, from an economic and business standpoint, are incapable under present conditions of taking care of themselves. They need not only protection against those who have been adding to their burden but also protection against themselves. The state provides for its feeble-minded, insane, dependent, and criminal wards, and as its economic misfits cannot or will not take care of themselves, then why not provide for them also? These people do not need cheap money—they need to know the simple principles of thrift and economy. They must be taught to help themselves. Competence cannot be superimposed from without but must be developed within. Laws

Digitized by Google

cannot create better conditions but they can create the opportunity for improvement. If the state will develop a wise system of laws based on knowledge and sympathetic understanding of these unfortunate people, the majority of them can rise up and make themselves economically fit.

The present rural school system has outlived its usefulness and should be practically revolutionized. Even as it is, rural children have not had their fair share in money spent for buildings, equipment, or the training of teachers. The curriculum is furnishing them very little that will help them in after life.

The county unit system should be established and the entire school system taken out of politics. Vocational agricultural education should be the leading feature of the rural curriculum.

If the school will honestly and earnestly do the part it can and should do, ignorance will be removed. Until that day comes Oklahoma's progress will not be shared by all her people alike.

Digitized by Google

FEDERAL AID FOR EDUCATION

EDWARD N. CLOPPER, PH.D.
Assistant Secretary, National Child Labor Committee

The people are no longer content to have our Federal Government confine its activities within the limits of what are generally understood to be purely national affairs. More and more we are looking to Washington for guidance and material help in matters that formerly were held to be the concern exclusively of the several states and local communities. This is clearly the tendency in the field of education. A series of federal acts for the development of agricultural education throughout the country and especially the recent Smith-Hughes Act for the promotion of vocational education, have stimulated thought as to the possibility of establishing a system of federal aid to the states for the benefit of other phases of public instruction, and already organized efforts are being put forth to make this a reality. There is general agreement as to the desirability of obtaining money from the Federal Government to widen the scope and make more effective the educational activities of the several states, but there is wide divergence of opinion as to the proper method of apportioning it among the states. In a federal form of political organization such as ours, this problem of allotment is most complicated because of the many different factors involved. Let us see how the matter has been approached so far.

The Smith-Hughes Act for the promotion of vocational education provides for an initial appropriation of $500,000, to be increased annually until the maximum of $3,000,000 is reached in 1926, for the purpose of cooperating with the states in paying the salaries of teachers, supervisors and directors of agricultural subjects, which is allotted to the states in the ratio which their rural population bears to the total rural population in the United States; an additional appropriation of the same amount for paying the salaries of teachers of trade, home economics and industrial subjects, allotted

Digitized by Google

to the states in the ratio which their urban population bears to the total urban population of the United States; also an initial appropriation of $500,000, to be increased annually until the maximum of $1,000,000 is reached in 1921, for preparing teachers, supervisors and directors of agricultural subjects, and teachers of trade, industrial and home economics subjects, which is allotted to the states in the ratio which their total population bears to the total population of the United States.

The Hollis bill for the promotion of elementary education, introduced into Congress last year at the instance of the Committee on National Aid to Education, provided for an initial appropriation of $50,000,000, to be increased annually until the maximum of $100,000,000 was reached in 1923, for the purposes of eliminating illiteracy, Americanizing immigrants and conducting rural schools, the appropriation to be divided into three funds (one for each of the three purposes) according to the ratios which the number of illiterates, foreign-born persons and rural children in the United States bore to the total number of such persons respectively, and the allotment of each fund was to be made to the states in the ratios which the number of their illiterates, foreign-born persons and rural children bore to the total number of such persons respectively in the United States. This measure was not acted upon by Congress, and it is now proposed to submit a new measure drawn upon a broader plan. This new bill for the promotion of general education as tentatively drawn by a committee of the National Education Association Commission on the National Emergency in Education, in cooperation with the National Child Labor Committee, is printed in full in this issue of The Child Labor Bulletin. It provides for an annual appropriation of $100,000,000, to be divided among the states as follows:

One-twentieth for the purpose of cooperating with the states in instructing illiterates in the common school branches, in citizenship and for definite vocations—to be allotted to the states in the ratio which the illiterate population 10 years of age and over of each state bears to the total illiterate population of the United States; and

One-twentieth for Americanizing immigrants through instruction in the English language, training in the duties of citizenship, and development of respect for law and order and an understanding

Digitized by Google

of our civic and social institutions—to be allotted to the states in the ratio which the foreign-born population of each bears to the total foreign-born population of the United States; and

Five-tenths for equalizing opportunities for education by improving public elementary and high schools through the lengthening of the school term where it is now too brief, through standardizing, grading and supervising, through developing rural schools and providing thorough instruction—to be allotted to the states in the ratio which the number of teachers in the public schools in each state bears to the total number of public school teachers in the United States; and

Three-tenths for the promotion of physical education and recreation, medical examination of children of school age, employment of school nurses and instruction of the people in the principles of health and sanitation—to be allotted to the states in the ratio which the total population of each bears to the total population of the United States; and

One-tenth for training teachers, particularly for the rural schools—to be allotted to the states in the ratio which the number of teachers in the public schools in each state bears to the total number of teachers in the public schools in the United States.

The chief difficulty in this matter of federal aid, after the general principle underlying it has been accepted, is not in fixing the amount to be granted by Congress but in deciding upon the method by which it shall be allotted to the states. Shall it be on the principle of aid in proportion to each state's need, or on the principle of aid in proportion to each state's part of the country's population, or on some other principle? The allotment provided for by the Smith-Hughes Act and proposed in the bills just mentioned, is based upon the principle of aid in proportion to each state's part of that element of the country's total population which it is designed to benefit. In other words, the matter is viewed altogether from the national standpoint; it is held that in seeking to promote the general welfare through education, the nation should look upon each member of its population in the same way as upon every other member regardless of the state he lives in or of the number of his fellows in that state, and hence, that for the purposes of federal financial aid there should be no state lines so far as the method of determining the amount of aid per capita is concerned—for each

Digitized by Google

individual the Federal Government should allow a certain amount, an equal share of the appropriation, whether he lives in Maine or California, Wisconsin or Louisiana. All things considered, this is the fairest way of arranging the allotment but the population serving as the basis for the allotment should be that directly to be benefited instead of the total. Some of the various aspects of the subject are presented and briefly discussed in this article.

By the terms of the Hollis bill, if it had been enacted into law, New York would have received as its share of the illiteracy fund $665,000, and Mississippi $475,000, although only 5.4 per cent. of New York's population 10 years of age and over is illiterate while in Mississippi 22.4 per cent is illiterate. Opponents of the Hollis bill's method point out that Mississippi has a problem of illiteracy relatively much greater than New York's, but by this method of allotment would receive less assistance in solving it. Again, this bill would have awarded to New York $545,000 for rural school improvement and to Mississippi $694,000, although in New York the rural children 5 to 14 years of age form only 20.9 per cent of the total population of those ages, while in Mississippi they form 91.2 per cent. Here also it is apparent that educating the rural child is a task relatively far greater for Mississippi than it is for New York, but the amounts awarded would not be based in any way upon a consideration of this fact.

In the tentative bill for general education, one-twentieth ($5,000,000) of the total appropriation is intended for the instruction of the foreign-born, and the allotment to the states is to be made in the ratio which the foreign-born population of each bears to the total foreign-born population of the United States. Those who regard such allotment as unfair insist that inasmuch as a state must struggle individually to solve a problem connected with any element of its own population, the granting of federal aid should to some extent take into consideration the size and importance of that element in relation to the state's own population, rather than to the total population of the country. By equating, on the basis of 100, the percentages of a given element in the population of the different states, we can arrive at the proportional share of the federal grant that each state would receive if the allotment were made on this plan. In the following table the shares of eight northern and western states, and of five southern states are shown

Digitized by Google

as determined, first, on the principle of the proportion of each state's foreign-born population in the total foreign-born population of the United States, and also when based on the proportion of foreign-born persons in its own population, as calculated according to the method just described.

States	Allotment of $5,000,000 for instruction of foreign-born, based on ratio of each state's foreign-born population to		Per Cent of foreign-born in own total population	Allotment per capita of foreign-born by second plan*
	Total foreign-born population in U. S.	Its own total population		
New York.....	$1,016,500	$224,000	30.1	$0.08
Pennsylvania....	534,000	139,500	18.8	0.10
Illinois.....	446,500	159,000	21.4	0.13
Ohio.....	221,000	93,500	12.6	0.16
California.....	217,000	183,500	24.7	0.31
Iowa.....	101,000	91,500	12.3	0.33
Arizona.....	18,000	177,500	23.9	3.64
Virginia.....	10,000	9,500	1.3	0.35
Nevada.....	7,500	179,000	24.1	9.09
Alabama.....	7,000	6,500	.9	0.34
Georgia.....	5,500	4,500	.6	0.29
Mississippi.....	3,500	3,500	.5	0.36
North Carolina...	2,500	2,500	.2	0.33

* Allotment per capita of foreign-born by first plan $0.37 in each state.

It is at once apparent from the above table, that by determining the allotment on the basis of each state's proportion of foreign-born in its own population, most of the populous states in this list would get much less, while others would get approximately the same as by the first plan—that is to say, the aid would be less unevenly distributed in reference to the states themselves. However, Nevada, which has more wealth per capita than any other state in the Union, and Arizona, which also ranks high in respect of wealth per capita, would receive far more. The difference in the results of the two plans is brought out strikingly by the allotments per capita which, according to the first plan, would be 37 cents to each state, but by the second would vary from 8 cents in the case of New

Digitized by Google

York to $9.09 in the case of Nevada. Such a distribution would be decidedly unjust.

Let us see what the result would be with regard to the distribution of money for the instruction of illiterates. The tentative bill for federal aid proposes an appropriation of $5,000,000 for this purpose also. Calculating the shares of the same states in the same way as with regard to the foreign-born, we have the following table:

States	Allotment of $5,000,000 for instruction of illiterates based on ratio of each state's illiterate population to		Per Cent of illiterates in own total population	Allotment per capita of illiterates by second plan*
	Total illiterate population of of U. S.	Its own total population		
New York.....	$368,000	$68,500	5.4	$0.17
Georgia.....	353,000	258,000	20.7	0.66
Pennsylvania....	321,000	73,500	5.9	0.21
Alabama.....	319,500	285,500	22.9	0.81
North Carolina...	264,000	230,500	18.6	0.79
Mississippi.....	263,000	279,000	22.4	0.96
Virginia.....	211,000	189,500	15.2	0.81
Illinois.....	152,500	46,000	3.7	0.27
Ohio.....	113,000	39,500	3.2	0.32
California.....	67,500	46,000	3.7	0.61
Arizona.....	30,000	260,500	20.9	7.91
Iowa.....	27,000	21,000	1.7	0.70
Nevada.....	4,000	83,500	6.7	17.76

* Allotment per capita of illiterates by first plan $0.91 in each state.

Here we find, of course, that the states with large percentages of illiterates in their population would receive much larger sums than those with small percentages if the allotment were proportionate to the size of this element in their own population, instead of in the total population of the United States. On the latter plan, some of the states with small percentages would enjoy much larger awards than some of those with large percentages, as is shown in the first column. A valid objection to this plan, however, is that to base the allotment entirely upon percentages would ignore the relative

Digitized by Google

numerical importance of this element in the several states, and that in the case of two states having the same percentages but great difference in the number of illiterates, the federal award would be the same for each. This is exemplified in the above table in the case of Illinois and California. Each would receive $46,000 because 3.7 per cent of the population of each is illiterate, but Illinois has 160,000 illiterate persons and California only 74,000, or fewer than half as many, and this amount of money could therefore not produce the same results in Illinois as in California. Again, Georgia and Arizona have about the same per cent of illiterates in their population and consequently on the second plan would receive about the same amount, while on the first Georgia's share would be more than eleven times the share of Arizona because Georgia has 390,000 illiterates and Arizona only 33,000.

Here, too, the contrast between the results of the two methods is more sharply revealed in the allotments per capita—by the first plan each state would receive 91 cents for each illiterate, but by the second there would be great variation in the aid, extending from 17 cents in the case of New York to $17.76 in the case of Nevada.

It is sometimes argued and with considerable force of logic, that if the opportunities and facilities for education were the same in all parts of the country there would be no occasion for federal aid; and that it is only because certain states are not able to maintain such good schools nor to have such long terms as other states, that the proposal is made. This being true, it would follow that federal aid, if granted at all, should be granted so far as possible on the principle of helping most where help is most needed. However, the grants under the Smith-Hughes Act are based upon the principle of aid in proportion to each state's part of the country's total population, and the Hollis bill was drawn on the same principle, as is also the tentative measure for federal aid for general education. Opponents of this latter plan contend that it would be the proper one to follow if the country were a unit for the provision, support and administration of schools, but that theoretically it is not the proper basis for distributing federal money among forty-eight states which are so many independent units so far as the maintenance of schools is concerned, and whose individual ability to maintain schools varies over a wide range. This ability can be fairly measured in terms of a state's total wealth per capita of its total population,

Digitized by Google

and comparative figures are available in the report of the U. S. Bureau of the Census for 1912. According to this report, the western states, generally speaking, have the greatest amount of wealth per capita, and the southern states the least, the range extending from $5,038 in Nevada to $726 in Mississippi. Contrasting the figures for the five southern states in our list with those for the eight northern and western states, in respect of the estimated true value of all their property in 1912 per capita of their population 5 to 17 years of age inclusive, and their average expenditures for school purposes per capita of this population, together with these expenditures expressed in mills for each dollar of the former (which is simply the ratio of the latter to the former), we have the following table:

States	Amount per capita of population 5–17 years of age inclusive, in 1912, of		Ratio of expenditure to value
	Estimated true value of all property	Average expenditures for school purposes	
Nevada	$29,400	$40.24	1.4
California	16,320	49.28	3.0
Iowa	13,470	26.79	2.0
New York	11,320	28.09	2.5
Illinois	10,660	26.19	2.5
Arizona	8,870	30.57	3.4
Pennsylvania	7,650	23.05	3.0
Ohio	7,590	26.70	3.5
Virginia	3,540	8.63	2.4
Alabama	2,990	5.74	1.9
Georgia	2,730	6.18	2.3
North Carolina	2,440	5.48	2.3
Mississippi	2,200	4.59	2.1

These figures indicate that, at the time referred to, Mississippi was spending for school purposes per capita of her population of school age, less than any of the other states in this group and was not taxing herself to the same extent as most of the others in proportion to her ability as represented by her wealth. With the exception of Iowa and Nevada, all the states of the northern and

Digitized by Google

western group, it appears, were spending more in proportion to their ability than any of the five southern states, and the exception of Iowa and Nevada is due to their great amount of wealth per capita, for each was actually spending far more for the education of each child than any of the southern states. The record of Ohio is especially creditable as she leads the other states in the list—with not quite three and one half times the wealth per child, she was paying out nearly six times as much as Mississippi for each child's schooling. While it is true that the wealth of these five southern states at the the time was much less than that of the others, it is equally true that they were not putting forth as much effort as most of the others, and although undoubtedly in need of help, their need was not quite so urgent as it appeared to be. It would seem from a consideration of these figures, that if federal grants were made in inverse ratio to a state's ability to provide for education as determined by its wealth, there should be some minimum standard fixed for individual effort to which the state should be required to conform in qualifying for the award of federal aid, and this minimum standard might be based upon some measure of local school support, similar to the one employed in the table above.

The federal grants under the Smith-Hughes Act for 1917-18 are, of course, based upon total population as already explained; the amounts are not comparable with the average expenditures given in the preceding table because the latter had to be calculated for the year 1912–13 in order to admit of comparison with the estimated true value of all property which has not been reported by the Census Bureau since 1912, and they are listed below to show the actual distribution among these states of federal money for vocational education. In general the sums range in the same order as the population of school age, New York, Pennsylvania and Illinois receiving most and having most children, but there is a noteworthy departure in the case of California which receives more than North Carolina, Alabama, Virginia, Mississippi or Iowa, although having fewer children than any of these. This discrepancy serves to illustrate the desirability of allotting the aid according to the number of persons directly to be benefited, whether illiterates, foreign-born, or all children of school age in urban or rural districts, instead of according to the total population of all ages, a great part of which is only indirectly affected.

Digitized by Google

State	Federal grants under Smith-Hughes Act for 1917-18	Estimated number of children 5 to 17 years of age inclusive in 1916
New York	$154,210	2,336,165
Pennsylvania	127,312	2,123,686
Illinois	93,772	1,514,070
Ohio	78,815	1,217,544
Georgia	41,581	912,227
North Carolina	36,164	772,240
Alabama	34,575	740,603
Virginia	32,942	665,716
Mississippi	30,912	635,270
Iowa	35,829	583,278
California	39,545	571,274
Arizona	15,000	62,608
Nevada	15,000	17,515

A review of the several methods of distribution considered in this article leads one to the conclusion that federal aid should be granted on a national basis rather than on any of the state bases discussed here. For the purposes of such assistance the country should be viewed as a unit and the allotment to any state should be determined simply by its proportion of that part of the national population which the money is intended to help. No fairer plan has as yet been suggested.

A questionnaire was sent out recently by the National Child Labor Committee to state and city superintendents of schools, presidents of state normal colleges, deans of university schools of education and others interested in the subject. The questionnaire and a summary of the replies are printed below:

1. Should the proposed federal aid for education be restricted to elementary schools, urban and rural?
   Answers—Yes 26; no 42.
2. Should it be restricted to rural elementary schools?
   Answers—Yes 10; no 55.
3. If devoted primarily to rural elementary schools, should it be extended to special urban schools or classes such as those for the foreign-born?
   Answers—Yes 32; no 9.
4. Should it be restricted rather to educational work for special groups, such as foreign-born adults, illiterate adults, foreign-born children, or illiterate children?
   Answers—Yes 19; no 39.

Digitized by Google

5. Should it be used merely to add to state and local funds or to obtain specific results as to standard or length of term, course of study, or preparation of teachers?
   Answers—For state and local funds 7; to obtain specific results 44.
6. In other words, do you think federal aid should be granted for general school purposes, or for special purposes, as for instance, the reduction of illiteracy, the Americanization of the foreign-born, the improvement of rural schools, or for any other special purpose?
   Answers—General purposes 25; special 45.
7. Should federal aid be allotted to the states in inverse ratio to their ability to provide for education, granting the largest sums to those least able and the smallest to those most able; or would you prefer a distribution of the amount among the states proportional to the population of school age?
   Answers—Need 21; population 25.
8. If the aid be granted only for special groups, would you favor its allotment according to the number of persons composing these special groups in each state?
   Answers—Yes 46; no 4.
9. Would you favor a requirement that each state legislature appropriate an amount equal to the federal allotment, in addition to its regular appropriation for general school purposes, this regular appropriation to be not less than the average for the preceding five years?
   Answers—Yes 58; no 8.
10. Would you favor making federal aid contingent upon adoption by each state of specified compulsory attendance standards and provision for their enforcement? Also of provision for medical school inspection?
    Answers—Yes 63; no 6.
11. Should this federal aid be extended for the benefit of education in the territories and colonies also?
    Answers—Yes 69; no 4.
12. What body should have charge for the federal Government of the administration of such aid—a new federal board or should the duties of the Federal Board for Vocational Education be extended to include this work also?
    Answers—New Board 14; Vocational Board 31; Bureau of Education 7; Federal Department 18.
    (Note: The proposed Federal Department of Education was not mentioned in this question but nevertheless 18 of the persons addressed favor entrusting the administration of such aid to such a department; similarly, seven prefer the placing of such administration in the hands of the present Bureau of Education.)
13. To what extent should the Federal Government undertake details of administration?
    Answers—Most want supervision only.

Digitized by Google

TENTATIVE DRAFT OF A BILL

To create a Department of Education;
To appropriate money for the conduct of said Department;
To appropriate money for Federal aid to the states in the promotion of education.

(This is a tentative draft of an education bill prepared by a Committee of the National Education Association Commission on the National Emergency in Education in cooperation with the National Child Labor Committee. All educators are invited to study the provisions of this tentative draft and to send suggestions for amendments or alterations to Superintendent J. A. C. Chandler, Richmond, Va., Chairman of the Committee. The final draft of the bill will be drawn after taking into consideration all suggestions received. It is the desire of the Commission to frame a bill which will enlist the support of the entire teaching profession.)

Be it enacted by the Senate and the House of Representatives of the United States of America in Congress Assembled, That there is hereby created an executive department in the Government, to be called the Department of Education, with a Secretary of Education, who is to be the head thereof, to be appointed by the President by and with the advice and consent of the Senate, who shall receive a salary of Twelve Thousand Dollars ($12,000) per annum, and whose tenure of office shall be like that of the heads of other executive departments; and Section 158 of the revised statutes is hereby amended to include such department and the provisions of title four of the Revised Statutes, including all amendments thereto, are hereby made applicable to said department. The said Secretary shall cause a seal of office to be made for such department of such device as the President shall approve, and judicial notice shall be taken of the said seal.

Section 2. That there shall be in said department three Assistant Secretaries of Education, to be appointed by the President, each of whom shall receive a salary of Ten Thousand Dollars ($10,000) per annum. Each Assistant Secretary of Education shall perform

Digitized by Google

such duties as may be prescribed by the Secretary or required by law. There shall be appointed, as is prescribed by law for the other executive departments, such chiefs of bureaus, branches or divisions, and such educational attachés to American embassies in foreign countries, and such clerks, clerical assistants, inspectors and special agents or representatives, as may from time to time be provided for by Congress.

Section 3. That there be transferred to the Department of Education the offices, bureaus, divisions, boards and branches of public service as follows: the Bureau of Public Health Service, from the Treasury Department; the Bureau of Education, (which shall hereafter be called the Bureau of Educational Statistics); the Columbia Institute for the Deaf; Government Hospital for the Insane; Howard University, and such other educational activities as are now included under the Department of the Interior; the Smithsonian Institute, National Museum, Bureau of American Ethnology, Astrophysical Observatory, International Catalogue of Scientific Literature, National Academy of Science, National Research Council, and such educational war emergency commissions or boards or educational activities already established by act of Congress as in the judgment of the President should be transferred to the Department of Education. The President of the United States is hereby empowered in his discretion to transfer to the Department of Education such offices, bureaus, divisions, boards or branches of the Government connected with or attached to any of the executive departments, or organized independently of any department, devoted to educational matters which concern the United States as a whole or the educational system of any State or States of the Union, which in his judgment should be controlled by, or whose functions should be exercised by, the Department of Education.

Section 4. That the office records and papers now on file in and pertaining exclusively to the business of any bureau, office, division or branch of public service transferred by this act to the Department of Education, together with the furniture now in use in such bureaus, offices, divisions or branches of the public service, shall be and are hereby transferred to the Department of Education.

Section 5. That the Secretary of Education shall have charge in the buildings or premises occupied by or assigned to the Depart-

Digitized by Google

ment of Education, of the library, furniture, fixtures, records, and other property pertaining to it or hereafter acquired for use in its business; he shall be allowed to expend for periodicals and the purposes of the library and for rental of appropriate quarters for the accommodations of the Department of Education within the District of Columbia, and for all other incidental expenses, such sums as Congress may provide from time to time. *Provided*, however, that where any office, bureau, division or branch of the public service transferred to the Department of Education by this Act, or by the President, as provided in this Act, is occupying rented buildings or premises, it may still continue to do so until other suitable quarters are provided for its use: *Provided* further, that all officers, clerks, and employees now employed in any of the bureaus, offices, divisions of branches of public service by this Act transferred to the Department of Education are each and all hereby transferred to the said Department of Education at their present grades and salaries, except where otherwise provided in this Act; *Provided* further, that all laws prescribing the work and defining the duties of the several bureaus, offices, divisions or branches of public service by this Act transferred to and made a part of the Department of Education shall, so far as the same are not in conflict with the provisions of this Act, remain in full force and effect, to be executed under the direction of the Secretary of Education.

Section 6. That there shall be a solicitor in the Department of Justice for the Department of Education, whose salary shall be Five Thousand Dollars, ($5,000) per annum.

Section 7. That all duties performed, and all power and authority now possessed or exercised by the head of any executive department in and over any bureau, office, officers, board, division or branch of public service transferred by this Act to the Department of Education, or any business arising therefrom or pertaining thereto, or in relation to the duties performed by it and authority conferred by law upon such bureau, office, officer, board, division or branch of public service, whether of an appellate or revisory character or otherwise, shall hereafter be vested in and exercised by the Secretary of Education.

Section 8. That the Secretary of Education shall annually at the close of each fiscal year make a report in writing to Congress, giving an account of all moneys received and disbursed by him and

Digitized by Google

his department, and describing the work done by the department. He shall also, from time to time, make such special investigations and reports as he may be required to do by the President, or by Congress, or which he himself may deem necessary.

Section 9. That it shall be the specific duty of the Department of Education to cooperate with the states in the development of public educational facilities, including public health education within the respective states.

In order that the cooperation with the states in the promotion of education may be carried out for the best interests of education and public health in the respective states, the Secretary of Education, subject to approval of the President, is authorized to reorganize such bureaus, boards, divisions or branches of public service as are transferred to his department. In this reorganization he shall consider:

(1) The encouragement of all types of research as may prove beneficial to the respective states and to the nation, appointing such educational attachés to the embassies abroad and such special collaborators as may be needed. Scientific research shall be made relating to illiteracy and to the Americanization of immigrants, in the general field of education, and in such other subjects as relate to the advancement of society. Careful studies of the organization and administration of educational systems in the United States and in foreign countries, including teacher-training, standards of instruction, and questions relating to the equalizing of the educational opportunities for children of rural and urban communities, shall be made.

(2) The encouragement of higher education and learned societies, including the appointment of such commissions as the Secretary may deem necessary.

(3) The encouragement of physical education and recreation, these terms to be inclusive of all public health questions relating to school children and adults, and of social and recreational problems which relate not only to the native born but also to the foreign element of our society.

In order to carry out the provisions of this section, the Secretary is authorized to make such appointments, in the same manner as is provided for appointments in other departments, of such educational attachés abroad, and such investigators and representatives

Digitized by Google

as may be needed, subject however, to the appropriations that have been or may be made to any bureau, office, board, division or branch of public service that is transferred by this Act, or that may be transferred by the President subject to the conditions of this Act; and provided further, that any appointments that may be made which have not been provided for in the appropriations made to any office, bureau, board, division or branch of public service which is transferred by this Act or may be transferred, shall be paid for out of the appropriation made in Section 10 of this Act. All provisions of Congress for cooperating with the states in the promotion of education, unless otherwise provided by law, shall be supervised through and by this Department. The Secretary of Education is hereby authorized to assign, to each assistant secretary, such of the duties as in his judgment seems best, which by this act are imposed upon the Department of Education.

Section 10. That there is hereby appropriated to the Department of Education, the sum of Three Hundred Thousand Dollars ($300,000) annually, to be available from and after the passage of this Act, for the purpose of paying salaries and conducting investigations, and of paying all the incidental expenses, including traveling expenses and rent where necessary, and for the purpose of allowing the Department to inaugurate a system of attachés to American embassies abroad to deal with educational subjects. But this Section is not to be construed as in any way interfering with any appropriation which has heretofore been made and which may hereafter be made to any bureau, office, division, board or branch of public service, which is by this Act transferred and made a part of the Department of Education, or which may hereunder be transferred by the President, and said appropriations are hereby continued in full force to be administered by the Secretary of Education in such manner as is prescribed by law.

Section 11. That in order to cooperate with the states in the promotion of education, as hereinafter specified, there is hereby appropriated out of money in the treasury not otherwise appropriated, the following sums:

For the fiscal year ending June thirtieth, nineteen hundred and nineteen, and annually thereafter, $100,000,000.

Section 12. That in order to cooperate with the states in the abolition of illiteracy, one-twentieth of the sum annually appro-

Digitized by Google

priated by Section 11 of this Act shall be used for instruction of illiterates. The courses of instruction shall be so prepared that not only will such illiterates be trained in common school branches, but also in citizenship, and for some definite occupation or vocation. The said sum is to be allotted to the states in the proportion which their illiterate population of ten years of age and over bears to the total illiterate population of the United States, not including outlying possessions, according to the last preceding United States census.

Section 13. That for the purpose of cooperating with the states in the Americanization of immigrants, one-twentieth of the sum annually appropriated by Section 11 of this Act shall be used to teach all immigrants the English language; to train them in the duties of citizenship; to develop among them respect for law and order, and for the civic and social institutions of the United States. The said sum is to be allotted to the states in the proportion which their foreign-born population bears to the total foreign-born population of the United States, not including outlying possessions, according to the last preceding United States census.

Section 14. That in order to cooperate with the states in the effort to equalize the opportunities for education to the children of the respective states, five-tenths of the sum annually appropriated to aid the states in the promotion of education shall be used for the improvement of public schools of less than college grade, with the definite aim of equalizing the length of school term in the respective states, of stimulating state and local interest, of standardizing, grading and supervising, of promoting rural schools and schools in sparsely settled localities; and, of providing thorough instruction in said schools. The said sum is to be apportioned to each state in the proportion which the number of teachers in the public schools of each state bears to the total number of public school teachers in the United States, not including outlying possessions, to be based upon figures to be collected by the Department.

Section 15. That in order to cooperate with the states in the promotion of education, three-tenths of the money annually appropriated by Section 11 of this Act shall be used in the work of physical education and recreation, the medical examination of children of school age, the employment of school nurses, and the instruction of the people in the principles of health and sanitation. The said sum to be allotted to the states in the proportion which their entire

Digitized by Google

population bears to the total population of the United States, not including outlying possessions, according to the last preceding United States census.

Section 16. That in order to cooperate with the states in training teachers for the schools, particularly rural schools, one-tenth of the money annually appropriated by Section 11 of this Act, shall be used to furnish better instruction in teacher-training, to encourage fuller and more complete training of prospective teachers or of teachers already in the service, and to foster plans to provide an increased number of trained teachers. The said sum is to be allotted to each state in the proportion to which the number of teachers in the public schools of each state bears to the total number of teachers in the public schools of the United States, not including outlying possessions, to be based upon figures to be collected by the Department.

Section 17. That in order to secure the benefits of the appropriations made in Section 11 and all or any of the allotments made in Section 12, 13, 14, 15 or 16, any state shall, through the legislative authority thereof, accept the provisions of this act and designate its State Board of Education, with all necessary power to cooperate, as herein provided, with the Department of Education in the administration of this Act, in so far as it relates to the aiding of the states in the promotion of education. In any state in which the legislature does not meet in 1919, if the governor of that state, so far as he is authorized to do so, shall accept the provisions of this Act and designate the State Board of Education to act in cooperation with the Department of Education, the said department shall recognize such designation by the Governor for the purposes of this act until the legislature of such state meets in due course and has been in session 60 days. Any state may accept the benefit of any one or more of the respective allotments herein provided for and may defer the acceptance of any one or more of the said allotments, provided, however, no state that does not set up a satisfactory system of teacher-training within one year after this Act becomes effective, shall be allowed to participate in any of said allotments, except those referring to illiterates in Section 12 and to immigrants in Section 13; furthermore, in the acceptance of the conditions of this Act, the legislature shall designate and appoint as custodian for said appropriations, its state treasurer, who shall receive and

Digitized by Google

provide for the proper custody and disbursement of all money paid to the state from said appropriation or allotments, said disbursements to be made from warrants duly drawn by the said State Board of Education.

Section 18. That in order to establish an equitable basis for cooperating with each state in the promotion of education, as provided in Sections 11, 12, 13, 14, 15, 16, 17, there is hereby created the Federal Education Board, composed of five members, to be appointed by the President, each member to serve for a term of four years, and no two members to be from the same state. The compensation of each member shall be $20 per diem, and the usual mileage, provided, however, that no member shall receive a per diem allowance for more than 30 days in any one calendar year.

The Federal Education Board shall hold its meetings at the office of the Secretary of Education at such times as it may designate, subject to the approval of the Secretary of Education. It shall pass upon all plans submitted by the states for carrying out the wishes of the Government for cooperating with the states in the promotion of education as provided in Sections 11, 12, 13, 14, 15, 16 and 17 of this act, and is hereby empowered to approve, reject, or modify said plans. It is furthermore authorized, subject to the approval of the Secretary of Education, to make and publish from time to time uniform rules and regulations for carrying out the provisions of this Act. With the Federal Education Board shall sit such of the assistant secretaries as the Secretary may designate. The Secretary of Education is given the authority to review all the plans and policies agreed upon between this Board and any State Board and to disapprove of such features as in his judgment will not be in accordance with the purposes of this act, provided, however in all cases of disapproval he shall give his reasons in writing to the Federal Education Board and to the State Board of Education concerned; and such necessary clerical assistance as may be needed by the Federal Education Board shall be furnished by the Secretary of Education out of the funds appropriated in Section 10 of this act.

Section 19. That in order to secure the benefits of the appropriation and allotments thereof, for any purpose specified in this Act, the State Board shall, in conformity to such rules and regulations as have been announced by the Federal Education Board, prepare plans indicating how said sums are to be spent in said state and

Digitized by Google

submit them to said Board for its approval. Said Board is authorized to reject any plans that fail to comply with such rules and regulations or to modify such plans in such a way as will accomplish the aim of the Federal Government, as provided in Section 18; provided, however, that no money shall be paid from any fund in any year to the state until a sum equally as large has been provided by the state, or by local authorities, or by both, for the abolition of illiteracy, for the Americanization of immigrants, for the improvement of public schools, for physical education, for teacher-training, or such other purposes as the case may be; and provided further, that no such sum shall be used by any state, county, district, or local authority, directly or indirectly, for the purchase, rental, erection, preservation or repair of any building, or equipment, or for the purchase or rental of land, or for the support of any religious or privately endowed, owned or conducted school or college, but only for schools entirely owned and controlled and conducted by the state or county or district or local authority, as may be provided for under the laws controlling and regulating the public school system of said state; provided further, that no money shall be paid from any fund in any year to a state unless that state shall have enacted legislation in conformity to the rules and regulations of the Federal Education Board, requiring the attendance of children at school, and providing for the medical examination of children of school age, and requiring instruction in the common school branches in all schools, public and private, to be conducted in the English language.

Section 20. That the Secretary of the Treasury is hereby instructed to pay quarterly on the first day of July, October, January and April, to the treasurer of any state entitled to any allotment, such allotment as is properly certified to him by the Secretary of Education. Wherever any portion of the fund annually allotted to any state has not been expended for the purposes provided for in this Act, a sum equal to such portion shall be deducted by the Secretary of Education from the next succeeding annual allotment from such fund to such state. The Secretary of Education may withhold the allotment of moneys to any state wherever it shall be determined that such moneys are not being expended for the purposes and under the conditions of this Act. If any portion of the moneys received by the treasurer of a state under this Act for any of the purposes herein provided shall, by any action or contingency, be

Digitized by Google

diminished or lost, it shall be replaced by such state, and until so replaced, no subsequent apportionment for such education shall be paid to such state.

Section 21. That every state shall, not later than September 1 of each year, make a report to the Secretary of Education, showing in detail the work done in the state in carrying out the provisions and purposes of this Act and the receipt and expenditure of money in connection with such work. Said report shall be in such form as the Secretary of Education may prescribe, and if any state fails to make said report within the time prescribed, the Secretary of Education, in his discretion, may discontinue immediately any allotment of funds which have been made to said states. In addition to the regular report, the Secretary of Education shall, not later than December 1 of each year, make a report to Congress on the administration of Sections 11, 12, 13, 14, 15, 16, 17, 18 and 19 of this Act, and shall include in such report a summary of the reports made by the several State Boards of Education. The Secretary of Education shall, at the same time, make such recommendations to further define the purposes and plans for federal aid to the states in the promotion of education as will, in his judgment, improve the administration of the fund appropriated for cooperating with the states in the promotion and the accomplishment of the purposes for which said appropriation is made.

Section 22. That this Act shall take effect March 4, 1919, and all acts and parts of acts inconsistent with this Act are hereby repealed.

Digitized by Google

Can You Help Us Organize a MEMBERSHIP CAMPAIGN in Your Community?

OUTLINE OF WAYS AND SUGGESTIONS WHICH HAVE HELPED MAKE OUR CHILD LABOR EXHIBIT MEMBERSHIP CAMPAIGNS SUCCESSFUL IN OTHER CITIES

Appoint a Committee under an energetic Chairman, to arrange for the Exhibit. This Committee should consist of:

A. COMMITTEE ON EXHIBIT
Responsible for finding good place for our exhibit for the week of the campaign. (Use of a vacant store without rental generally secured easily.)

B. COMMITTEE ON MEMBERSHIP SUBSCRIPTIONS
1. Men and women who can reach people personally with an appeal to join the National Child Labor Committee. They act as Captains in charge of teams of their own choice.
2. Sends in advance invitations to 200 or more representative men and women, to act as Patrons and to guarantee the success of the exhibit by subscribing $10.

C. COMMITTEE ON COOPERATION
1. To ask endorsement of Chamber of Commerce, Rotary Club, and other business men's organizations.
2. Get live young men, preferably belonging to these groups, to secure interest from business men.
3. Arrange for meetings and afternoon teas before and during exhibit, at the homes of prominent women.

D. COMMITTEE ON PUBLICITY
1. To place our posters.
2. Get our press stories into newspapers.
3. Secure announcement in theater programs, on slides for moving picture houses, at meetings of all organizations, from pulpits and in church bulletins.

E. COMMITTEE ON HOSTESSES
To assist at exhibit.

F. COMMITTEE ON PAGEANT
To have our Pageant of Sunshine and Shadow presented by a group of young people (Sunday school, public school, Camp Fire or Scout group) as their contribution to the campaign.

G. CAMPAIGN TREASURER
A man prominent in banking circles who will receive subscriptions, deposit in his bank and forward total to Committee's headquarters when campaign is completed.

Plan subject to changes needed in community which will undertake to help the National Child Labor campaign.

The National Child Labor Committee makes itself responsible for expenses and sends its field worker.

The local Committee guarantees *Service* in working for the total sum which it has promised to raise.

(See Editorial note, page 11)

Digitized by Google

UNIVERSITY OF MICHIGAN
3 9015 04854 0341

Digitized by Google